

RESEARCH IN POLICY ANALYSIS

The Approach Paradigms

by

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INTRODUCTION

This paper is addressed to the study of the process of public policy, its evolutionary aspects and applications. The term policy has come to be used in different ways in public administration and business management orientations. Administrators, for instance use policy in its original sense to mean a course of action formulated by a collective constituency, or a legislative body.[1]

On the other hand, the management people, especially, in India use the term 'policy' rather mechanistically, (and imprecisely) to mean merely a set of guidelines which may be used to formulate an official course of action. This latter interpretation, often, negates the basic principle that a policy must evolve out of the "pol" (a collective in Greek, equivalent to "palli" in Dravidian) and must continue to be anchored in the collective forms of rationality. Such an anchorage would justify the requirements of legitimacy, sovereignty, autonomy, and hierarchy, in the cybernetics of decision-making.[2]

Social contract, and legislative evolution in collectivity are not a part of the latter (management) orientations. In recent times, we have witnessed a number of inroads into public administration of these managerial orientations. This is an aberration brought about by the business culture and related corporate/command orientations in India. Frequent claims, and exhortations are being made nowadays, that administrators and public bureaucracies ought to make decisions in a "business-like manner", that situations, procedures, and the like ought to be "managed" in order to obtain the "desired" results. These are common examples of corporatism's inroads into public affairs. In the post-World War II decades, these sentiments have been waxing and waning, cyclically. To an extent they may have a positive contribution to make, such as, in goading public administration to take a fresh look at itself, and renew itself, in general. But, more particularly, these sentiments and inroads may have challenged public administration (and the socio polity at large) to deal with the increasing strength of corporatism and neo-corporatism of a new era in socio-economic development.[3]

In this paper, I have made an effort to delineate the definitions of policy, public, analysis and research, by the origin of these words, and, as applied to empirical contexts in modern times. The concern, here, is limited to the concepts and interests of public management/administration; and, it would avoid the business and corporate management usage and practice of these phrases and words.[4]

A variety of paradigmatic approaches used in policy analysis will be presented here; this would be done by way of exemplifying the range in practice to the uninitiated. These approaches are of the "middle range" in a Parsonian sense;[5] therefore they will include conceptual positions, postulates, as well as empirical models in practice. The discussion offered would link the models to real world research and application possibilities in an indicative manner. The paper is introductory to the subject; however, it is not elementary. Much researched, as well as, explorable material is presented here.

It is assumed that the reader will have some basic grounding in the social sciences, and some general knowledge of how governments and societal systems operate.[6]

Some elementary, general, familiarity with systems concepts would be helpful. In most cases pursuing the references, citations, etc., should help clarify the basic concepts. However, the citations are not limited to basic knowledge items. The paper comprises sections on definitions and basic positions, aspects of researchability, and a survey of approaches, and applications.

More specifically the paper focuses on two broad sets of approaches. One is derived from the various research modes as found in the scientific, social science, and humanistic approaches to inquiry, based on the theoretic orientation of each category of pursuit, respectively. The second focus is on the evolved paradigms of approaches in policy analysis, now in practice in the various nations and political systems of the world. These two linked together would provide the basis for a large matrix of approaches to policy analysis, comprehensively. The consequences and application possibilities are large and varied; they are also indicated, briefly, in the paper.

Policy Analysis, Public and Research

Policy may be understood as a course of action opted upon (decided upon) by a collectivity.[7] It derives from the Greek root 'Polis', meaning a city, or gathering. Note that similar words in Dravidian languages mean the same things Palli, Halli, etc., meaning a gathering, a school, or an Urb. The words police, politics, polite, etc., are

similarly derived from the same root. Thus policy cannot be an individual or exclusive decision, by definition and roots. The term/phrase 'autocratic-policy' thus, would be an oxymoron; it would signify an absence of policy. Policy, is an evolutionary item, and its measure is a dynamic, possibly, more a modulus than a calculus; it would represent the strength of the collectivity, its interests, its pluralism, dialectics/eclectics, and the extent and pattern of consensus/dissensus in evolution. Hence, the forms of rationality and legality, may be pursued as derived from the consensus/dissensus idioms and processes.[8]

Analysis as used here would signify more than its orthodox meaning of a mere breakdown of the whole into smaller items and components. Policy analysis is used in a rather enveloping manner, to mean the study of policy. It would include analysis, and synthesis, as well as modes of comparison, evaluation, judgement, corrective feedback, projections, and all other techniques and methodologies used in modern investigations.[9]

The term **Public** in regard to policy, usually, refers to the government and the 'state' in a constitutional sense. Article 226 of the Constitution of India affords the same definition by opening up the decisions/policies made by the administration of the state (or a part thereof) to judicial review, in order to provide remedies for the citizen, through writs.[10]

However, in the scholastic tradition of public administration and policy analysis, the term public is synonymous with the Government or the state, only to a limited extent. The intellectual tradition regards government more as an instrument of the public, than as the public itself.[11] In other words, all governments, and arms of the state, are created by the public, are useful and have a reason to exist only so-long-as, and in-so-far-as they continue to serve the public. This idiom derives from the post-Rousseauvian developments in political thinking throughout the world;[12] It is vastly different from the early French doctrine of Eminent Domain, which allowed the primacy of existence to the state (nation-state).[13] All other items took a secondary importance, in comparison, and were thought to subserve the state as the establishment; hence, the modern idiom of "establishmentarianism", though the term is used, often, in the pejorative.

We may note, also, the fact that the subject of policy analysis is concerned mostly with the impact on the public. It has rarely dealt with the internal organisation of government establishments, and the rules governing the same, except when sweeping changes in them would have a significant public impact.[14] Therefore, a distinction may

be made between what is often termed "house policy" or "establishment policy" and what we may want to study as public policy.[15] This is an important distinction as many eminent people of the "management" orientation of the business schools do exhibit a tendency to confuse the two. They often use the word policy, to mean guidelines for administrative decisions, regardless of the origins and evolution of the same.

Research Approaches in the Intellectual Traditions

Various analytical modes and approaches are used in policy analysis. Broadly, these may assume the same nodal values as found respectively, in scientific inquiry, social science inquiry, and humanistic/artistic inquiry. Under each of these items/modes the kinds of interpretation given to truth, rationale, rationality, modulation of rationality, etc., give rise to policy interests and hues.

Parsons articulated a broad distinction among the scientific, social science, and humanistic modes of inquiry, thusly.[16] According to Parsons, science professed to be value neutral (focused on the discovery of truth and facts) without attributes as to the utility of the discovery itself; thus nuclear fission or fusion is a value neutral discovery of science, though the radio-active fall out of a nuclear explosion may be abhorrent. Thus, the ends of scientific inquiry lay in discovering the truth and/or, in refining an existing perception of truth.[17]

The social sciences, on the other hand, are based on discovering universalisms. A social fact is itself defined to be one prevalent in a universe or context, and is identifiable with reference to the same.[18] Thus, the focus of inquiry in social science is that which is of value in regard to a social universe. Even a non-material value such as an opinion or trait shared by a large universe makes the same an identifiable and materialistic social fact. Thus, the object of a social science inquiry would be of universal value, and would be significant with reference to that universe.

Both modes of inquiry described above try to keep up the edifice of objective head count. In other words, the findings and inquiry techniques are fashioned in order to standardize the observation in regard to a datum level and numerical/objective scaling and measurement.

Humanistic studies follow a very different approach. They empathize with the object of study completely. Simultaneously, they define the observer position, (locus), as well as attitudes, rational, emotional and/or esthetic, and then take a detached view of the object.[19] Thus, in

a study of a singular artistic-humanistic artifact the inquiry would be subjective and objective simultaneously. The two are balanced and defined explicitly in order to convey the rationale of both process modes.[20] In broader studies involving more than one artifact comparative analytical methods are used, which allow the evolution of scaling, measurement in relativism, assessment, and the like. However, the value of inquiry in the humanistic studies remains unique, pertinent and specific to the object and conditions of study.[21]

One may summarize this to the effect, that, inquiry in the natural/physical/mathematical sciences deal with natural/physical phenomena as the objects of analysis, while the social sciences focus their interests on social facts, currents patterns and processes. In the humanities the object of inquiry is the artifact, and the motifs with which the artifact is embellished; the processes and patterns here relate to the humanistic and artistic modes and processes by which the artifacts are formed, adapted to, and/or transformed.

Parsons postulated these in a crystallized form when he offered that scientific inquiry is value neutral, social science is value universal, while humanistic inquiry is value unique. Each of these modes, in turn, has contributed to research and policy analysis.[22]

Policy as a researchable item

One might ponder as to where, how, and when, in policy analysis, the above modes of inquiry may be used with benefit. Again, one might contemplate treating policy in the three different frameworks as the object of inquiry. Would policy then be considered a phenomenon, a social fact or current, brought on by the social processes and patterns? Or, would a policy qualify for treatment as an artifactual outcome of a humanistic effort?

No exclusive answer may be available to these questions. A Policy may qualify for consideration under all three metaphors, with varying emphases, depending on the context, circumstances, the objectives of the inquiry as well as the attitudes of the analysts.

The following table would illustrate, briefly, the complex paradigm and some of its consequential implications.

Mode of Inquiry	Value sought	Object of inquiry/treatment of policy metaphor	Logical processes	Public consequence
Science	Neutral i.e. no value is sought other than truth	Phenomenon Policy is treated as a phenomenon as an occurrence due to a process.	Phenomenological/ Experimental and empirical	Rationality/objectivity efficiency etc. Technicality. All this identified within a space/time framework, but not necessarily limited to that.
Social Sciences	Universal The universe may be a contained one within which the value may hold good.	Social facts/currents/processes/patterns/Evolution	Social phenomenology empirical positivism, structural functionalism. Teleological development and dialectics/eclectics.	Social acceptance/ Felt need identification satisfaction/ Social cohesion progress/ Predominantly prevalent and applicable to a space/time framework. Some transcendental.
Humanities	Unique as applied or found in a specific situation & thusly, of special significance.	Artifact/motifs; the humanistic formation, as an output of human creative or innovative efforts.	Artistic expression, evolution, and humanistic morphology, in the context of a specific culture or even a cross cultural interface, under conditions of specific ecological interrelationships.	Aesthetic interests and pursuit of quality of life. Human Development. Specifically limited to and contained in a historical space/time capsule. Any transcendence would be an anachronism.

To begin with one may articulate the perceptions and dialectics of the following : (1) Social Relevance Vs. Personal relevance, (2) Meaningfulness Vs. Relevance, (3) Value and significance (such as "of utility" Vs. "of pertinence appropriateness/propriety") material vis-a-vis cognitive, (4) Rationality Vs. Ethics (not as clear cut as many would claim; rationality of ethics and ethics of rationality are confronted commonly).[23]

One may pursue these further in the form of test questions of acceptance Vs. choice; Sample test questions may run thusly;

- (a) Is the candidate policy relevant, socially, personally? at what scales of aggregation? and to whom? how? when? and the like.
- (b) Is the candidate policy meaningful to a sensitive range of clientele? How? etc. Is there a divergence/convergence between the meaningfulness and relevance?
- (c) How are the values, significant? How are they disposed/measured, etc.? Values of utility, pertinence, propriety; material/materialistic and cognitive assessments of the same, would be germane here.

There might be a widespread tendency, often witnessed, to answer these test questions by the "state of the mind" and the "state of the art" in the bureaucracy. Obviously, while some effort may be acceptable in terms of an *a priori* set of goals, most can be answered only after exploring the *a fortiori* and contingency conditions.[24] In other words, they need an "application of the mind" in the context of competing alternatives and consequences.

For example, how would a bureaucrat or executive answer these test questions, typically? Would he do so from the "state of the mind"?, or, cite an irrelevant/ritual value, such as, the Gita or Hitopadesa; or, would he/she seek an answer through an application of the mind?[25]

The law, however, requires an "application of the mind". Would one, as a policy analyst accept an available ready (though rational) "state of the mind" answer? Or, should one ask for and develop a perspective of alternate rationale's to choose from? This kind of speculation may be the beginning of policy research.

What would research be in regard to the above test questions, related to policy? How would one begin to proceed? How would one articulate an approach? As a discussant one may engage in the articulation of a

personal (disciplinary) approach to the problem/question, and expand the horizon to accommodate a variety of interests and ramifications.

A variety of Paradigms

We may examine a few established patterns; Attached is a tabulation of El Hussein's assemblage of the various paradigms of policy analysis. An effort is made here to develop a matrix in order to figure how the above values/test questions are approachable under each typical paradigm.

These paradigms are not mutually exclusive. Many of them can be grouped together, such as, the approaches dealing with local government planning and administration. I have attempted one such grouping of dimensions and modes in order to evolve this matrix. The reader may have to bear with my formulation here, as it is quite a complex matrix for reading and comprehension. However, there is no easier way available to demonstrate the interactions of such a large variety of well established thought processes. Many of these have been established as independent schools of thought and in working academies, where public administrators, policy analysts, urban planners, and political economists have been educated, in different regions of the world.

The matrix seeks to combine subject orientations in policy studies, with the evolution of typical ends and means rationale in various empirical contexts. The subject orientations are delineated in four groups, (1) Vocational trend positions and approaches, (2) Approach trend positions, (3) Functional interest clusters, and (4) Systemic rationalizations and techniques. These terms follow closely, the kind abstracted and described by El Hussein.[26] These four groups and positions at large establish the major theoretical trends, described in greater detail in the stub column.

I have sought to match these stub categories, with the ends and means items of rationale' which may be developed typically in contextual conditions. Thus, the middle ground of testing the theoretical items through application in the contexts may be evolved. The means rationale' of the objective (materialistic) conditions is broken down into items of (A) social relevance, (B) meaningfulness, (C) significance and utility, (D) rationality modes and bounds, (E) Ethical resolution, (F) space/time parameters, and (G) sensitivity to client populations.

It may be noted that, in recent times, these objective dimensions of (A) through (G), have also given rise to criteria and techniques of evaluation, in regard to public policies, plans and programmes. While this may be a result of the growing recognition of middle range and middle ground, structural functionalism, and the influence of social sciences and humanistic analysis on public affairs, it may be noted here, that these dimensions and criteria are not acceptable in the same manner to the corporate managerial orientations; the corporatist orientations emphasize the maximization of profit, the raising of productivity, the efficient use of resources, and the expansion of the market, as the main dimensions, even if they may resort to similar or, the same techniques of empirical analysis.

At the risk of repetition, this distinction ought to be borne in mind while approaching policy studies in the public realm. In addition, the reader may have to go through the matrix rather carefully and dwell over the phrases under each column and in each row. Often, one may have to look up the basic references cited in the matrix in order to comprehend the subject and context modes reasonably.

The making of a researchable item

Next we come to assess or choose something as a researchable item. Simply, what would that be? If one can raise a question or issue about something it would become a researchable item. Policy is made in the collective realm by definition (of 'Pol.' 'polis' etc.). Therefore issues are always nascent in a policy context. Thus, questions get raised about any policy item, however trivial it may be.

Why is something a researchable item? A general answer can be given to the effect, "because you can find something* more** about it than what is already known***". More particularly you may have to start defining the words of this answer step by step***.

* "find something" = such as what, how, when, with what resources, etc.?

** "more" = what is "more"? quantity, quality, information level of data, precision, other?

*** "already known" = how well known? to whom? how is it available? is it ready to be made use of? what form/quality?

SUBJECT ORIENTATION	ENDS ORIENTATION & RATIONALE	MEANS ORIENTATION AND RATIONALE*						
		A	B	C	D	E	F	G
		SOCIAL RELEVANCE UTILITY	CULTURAL MEANINGFULNESS	VALUE SIGNIFICANCE/	RATIONALITY	ETHICS	SPACE/TIME PARAMETERS	SENSITIVITY TO CLIENT POPULATIONS
5) "development under third world conditions" in the third world countries, and in the first and second world regions, as well comparative paradigms; Transfer of technology, expertise, donor-donee interactions and the like. (5)	Morohogenesis (transformations) as the main item of the ends and means in the development process.	Social relevance as perceived in development items towards a development telos. Relevant value anchored in the particular stage of transformation.	Structural functional idiom of meaningfulness. Meaningfulness, thus, may be measured in the process systems as well as output items of achievement.	Value of historical transformation: Long term interests and contributions to future generations.	Eclectic evolution, conflicts & integration paradigms.	Transfer of techniques, resources, & the like. Ethics of flow and sharing.	Perspectives. eras. epochs of development continuous. Long term short term balancing.	Conflicts between structural transformation demands and immediately felt needs. Schizophrenic orientation to evolution and sensitivity.
6) A comprehension of policy analysis to be achieved through the "integration of Sociology and other Social Sciences" after James Coleman. (6)	Applied social sciences paradigm.	Social relevance may be perceived as varying among several dimensions of the social sciences. All or each dimension(s) trying to establish a universalism of relevance.	Cultural meaningfulness perceived as the fulfillment of a social science dimension, meaning that would vary with the culture is treated as one of the factors. Not as a humanistic phenomenon of unique items.	Significance is variable as tied to a specific purpose; & dimensions of priority.	Universalism averages, norms and deviations describe the rational idiom and value.	Ethics are conditional to priorities studied rather than those experienced in the context.	Time specificity is considered a temporary condition in a system of universal values.	Each social science dimension emphasizes the rationalization of an aspect of life's functions. Thus sensitivity would be apt to theorizable client functions.
7) New ways of approaching urban policy such as, "eco-friendly", "ghetto friendly", etc. Policy analysis in regard to "styles of working in government that fit one of the versions..." responsive local government as a model or special functional district, or public local enterprise, etc. (7)	New structural hypotheses and methodology, dealing with emerging structural conditions and perceptions.	Thorough planning and implementation measures appropriate to felt need constructs and innovations.	"Felt need" as the criterion of the local culture. Hence, the meaningful priorities.	Utility in the grass roots. Anchored functions/outputs of the sub-culture.	Limited, parochial, ethnic, & small tradition modes of reasoning and adaptivity.	Folk ethics, give & take of context rationale & distribution.	Space bound to local region, & short term felt needs. May be considered in a long term perspective without losing sight of current priorities.	Mode of maximization is the preferred one in satisfying client needs and interests. Immediacy sets the priorities and plans. Need not be populist but need be welfare oriented.
8) After Lindblom's critique of rational models, the movement towards recognizing the empirical processes of formulation of policy and studying stakeholder interests in modification and adaptation. (8)	Stakeholder interests and the processes of policy; non-rational, incremental, muddling through.	Incrementalism, muddling through & stakeholder interests skew the processes of social relevance. As such one may view the stakeholder interests as explicit "tips of the iceberg" of relevance.	Meaningfulness is perceived and expressed through the political vocalism of the stakeholders.	Values alternate between those of ultimate beneficiaries and the latent beneficiaries.	Rationality is that of logical positivism, of the expressed and ratified kind.	Ethics are conditional to the divide between stakeholders and ultimate beneficiaries. Distributive patterns and norms may be in conflict in a continuum.	Parameters change with place and time, to suit context of domain and dominance of stakes.	Indirect sensitivity. Transference may take place periodically & regularly, or erratically, chillsastically depending on the extent of social development. Sensitivity achieved only through social equalizers.

5) Riggs, Fred W. *Administration in Developing Countries: The Theory of Pragmatic Society*, Houghton-Mifflin, Boston, Mass. 1964.

6) Faludi, Andreas. *Essays on Planning Education*, Pergamon Press, Oxford, U.K. 1978, pp. 101-184.

7) Heineman, Robert et al., *The World of the Policy Analyst: Rationality, Values & Politics*, Chatham Pub. House, Chatham, N.J. 1990.

8) Lindblom, Charles E. *The Policy Making Process*, Prentice-Hall, Englewood-Cliffs, N.J. 1980 and,

"The Science of Muddling-Through", in Faludi, A, [Ed.] *A Reader in Planning Theory*, Pergamon Press, Oxford, U.K. 1973, pp. 151-170.

SUBJECT ORIENTATION	ENDS ORIENTATION & RATIONALE	MEANS ORIENTATION AND RATIONALE						
		A	B	C	D	E	F	G
		SOCIAL RELEVANCE UTILITY	CULTURAL MEANINGFULNESS	VALUE SIGNIFICANCE/	RATIONALITY	ETHICS	SPACE/TIME PARAMETERS	SENSITIVITY TO CLIENT POPULATIONS
c) Anti-planning (regimentation) and anti-management (manipulation) orientation d) Risk aversion. (10)								
10) A stream "rooted in statistics and economics "prefers to use tools to bring "uniform systems of valuation to public policy", and to use economic analysis as a "meta-disciplinary language". (11)	System techniques impinging on the rationalization of materialistic conditions in order to reconcile with the universalisms.	Social relevance is established through quantification of influences. investment, benefits, and trade-offs.	Meaningfulness is derived in monetary terms objectively. May include takes subscriptions and tangible subsidy.	Utility perceived in cost effectiveness to the programme, and the treasury, at large.	Rationality bounded by the values of classes which pay and the free market terms. Citizen in the firm. Pareto optimal or sub-optimal.	Citizen options are rationalized close st to the free market terms. Citizen in the firm. Pareto optimal or sub-optimal.	Space/time and programme boundaries well defined by the money flow either as costs or as benefits.	Sensitivity and project success may depend on main benefits and spin-offs. Spin-offs beyond reasonable limits can lead to perversion of goals.

10) Dye, Thomas R. Understanding Public Policy, Prentice-Hall, Englewood-Cliffs, N.J. 1972, especially Chapters 11 to 13.

11) See Reagan, Michael D (Ed.) The Administration of Public Policy, Scott, Foresman & Co., Glenview, Ill. 1969, especially articles on "Administration by Quantification", by Charles L. Schultze, Elizabeth B. Drew, Aaron Wildavsky, Henry S. Rowen, and Bertram M. Gross.

MATRIX OF POLICY ANALYSIS PARADIGMS AND ENDS-MEANS RATIONALE BASED ON EL MUSSEIN'S COMPILATION : SEE NOTE [26]

SUBJECT ORIENTATION	ENDS ORIENTATION & RATIONALE	MEANS ORIENTATION AND RATIONALE ¹						
		A	B	C	D	E	F	G
		SOCIAL RELEVANCE UTILITY	CULTURAL MEANINGFULNESS	VALUE SIGNIFICANCE/	RATIONALITY	ETHICS	SPACE/TIME PARAMETERS	SENSITIVITY TO CLIENT POPULATIONS
I. VOCATIONAL (PROFESSIONAL TREND/ POSITIONS)								
a) Laswell's(1) vocational paradigm, "policy orientation cutting across the existing specializations". Special focus on the policy process and intelligence needs of forming policy. Normative, theoretic orientation sought value free techniques.	Process of policy and Intelligence' needs.	Process-means as a relevant item of social progress, techniques, and evolution.	Meaningfulness achieved through forms and extent of participation.	Symbolisms and utility/functional output of a process.	Consensus/ dissensus/ idioms in the process.	Distribution and hierarchy convergence patterns of the process.	Place and history. Geographic scales of spread.	Eligible population Vs. actual recipients of benefits or participants.
b) Dror's(2) idiom that the Social Science disciplines are too "narrow-gauged" and specialized in perception of the total problem. Governmental service by a "policy analyst" grounded in academic bases of a "policy science". Old social science pursuits will have the new role of making information available for better analysis and formation of policies. (3)	Policy studies as a new discipline based on the integrative & wholistic idioms.	Social relevance of the policy studies would be established by the concepts and evolution of "social theory", and grounded rationalization of each epoch/era, time-perspective.	Meaningfulness perceived and decided upon by cultural norms, and adaptive modes, of the universe of policy application.	Wholistic and individualized by the pursuits of a combination of and singular disciplined, respectively.	Grounded rationality as evolved in "middle range" theory & testing in social applications.	Ethical framework moved to government as a service producing organization. Establishment values would be variable.	Current theories focus on development and under-development prototypes, and characteristics. These may yield eventually to concepts of continuances in evolutions.	Currency of theoretical pursuits, as established by research on implementation and response patterns.
II APPROACH TREND POSITIONS								
a) "...as a means to help in shaping... the new interventionist role of the welfare state" (4) The "big government" post New Deal had made this a necessity, by way of "demand/supply of policy data, intelligence and analysis".	Interventionist idioms. Welfare state/ concerns of big government & public service models; parallels with Laswell's paradigm in I (a).	"Big Government" concepts have been all enveloping, to the extreme of subsuming social interest to constitutional and government (state) interest. Hence the justification of the establishment. Relevance perceived through constitutional participation.	Eminent Domain is a major cultural force. Sometimes efforts are made to define this explicitly or implicitly as "mainstream" culture of the nation (state).	Ease of transference of cultural "mainstream" values/symbols into public interest items.	Rationality in the framework of intervention concepts. Non-deterministic view of history. Dialectics of action & response rationales.	"Politeness" in decision making. Public and administrative ethics and moral forms. Concepts of grace.	Intervention as a timely input. Chronic frameworks and policy assessment. Criticalness of policy, design, policy stretch & anachronisms.	Induction of intervention and sensitivities of the process of intervention. Viability/feasibility need parameters.

(1) Laswell, H.D. & D. Lerner (Ed.) The Policy Sciences, Stanford Univ. Press, Palo Alto, 1951.

(2) Dror, Yezekiel, "From Management Sciences to Policy Sciences" in C. Pollitt, et.al. (Eds.), Public Policy in Theory & Practice : A Reader, Hodder & Stoughton/Olsen Univ. Press, London, U.K., 1979 and "Administrative Culture Desiderata", in Indian Journal of Public Administration, Vol. XXVI, No.3, July/Sept. 1990, pp. 374-383.

(3) Davis, Dwight F., "Do you want a Performance Audit or a Program Evaluation?", in Public Administration Review, Vol.50, No.1, January/February 1990, pp.35-41.

(4) Reagan, Michael D (Ed.) The Administration of Public Policy, Scott, Foresman & Co., Glenview, Ill., 1969.

SUBJECT ORIENTATION	ENDS ORIENTATION & RATIONALE	MEANS ORIENTATION AND RATIONALE						
		A	B	C	D	E	F	G
		SOCIAL RELEVANCE UTILITY	CULTURAL MEANINGFULNESS	VALUE SIGNIFICANCE/	RATIONALITY	ETHICS	SPACE/TIME PARAMETERS	SENSITIVITY TO CLIENT POPULATIONS
<p>f) As a continuation of positivism in the social sciences. Thus, an ideological context "biased towards supporting the basic features of the industrial society". Therefore, does not raise radical questions about the basic features of the social structure. Considers only ways of dealing with close alignment to existing practices.</p>	<p>Policy as the lead-rationale in positivism. Quasi-teleological assumptions/idioms of social progress.</p>	<p>A more acute corollary of the above. idiom of Lindblom's, this one opines that social relevance is also an "establishment" item decided by the "telos" of the industrial society.</p>	<p>Cultural lead is assigned to policy as the dominant rationale of the mainstream. Other forms of meaningfulness would be achieved through acceptable modifications and spin-offs.</p>	<p>Utility is anchored in innovation. Adaptive modes increase individual autonomy progressively from the collective modes of the mainstream.</p>	<p>Rationality is anchored in collective policy. Quasi-teleological assumptions held good in regard to social progress.</p>	<p>Ethics place demand heavily on public accountability where even apparently peripheral items may be assessed in mainstream limelight.</p>	<p>Established by close assignment or comparison to existing and immediately future items.</p>	<p>High sensitivity to conformist clientele, possibly middleclass and mainstream. Low sensitivity to on-lookers, and bystanders. Hyper sensitive to power stakeholders who can invert the mainstream pyramid by bringing in peripheral items into mainstream framework.</p>
<p>III FUNCTIONAL INTEREST CLUSTERS (UTILITARIAN CONVERGENCES)</p>								
<p>a) Policy studies in regard to specific plans, programmes, and development projects. e.g. British experiences in local govt.(9)</p>	<p>The operational plan/managerial-Strategic-structural plans idiom. Project orientation and <u>Ad hoc</u> systems.</p>	<p>Operational plans and strategies seek to establish social relevance through special public involvement components, feedback sessions, hearings, and the like. These involve parallel processes to the project plans, which would increase the substance of social relevance. through "on-line" planning.</p>	<p>Cultural reference here would lay emphasis on local area, participation of citizens, innovation by beneficiaries and the poly chronic frameworks within which these operate.</p>	<p>Utility is maximized in each project and plan. Thus perception, evaluation and participation may become selective and <u>ad hoc</u> to each project framework, and less comprehensive.</p>	<p>Rationality would be bounded to specific <u>ad hoc</u> programmes. Long term heuristical, and behavioural response may establish the moderating influences.</p>	<p>Citizen operations would be limited in these contexts. Thus, ethics are only as developed in case studies. Comparative frameworks may help develop overall concepts.</p>	<p>Space/time parameters would be well defined. Boundaries will be each project's application, response and timing.</p>	<p>Project's success depends solely on client orientation. However, time-lags between project implementation and client satisfaction or development may pose interesting problems of study.</p>
<p>IV SYSTEMIC RATIONALIZATIONS/TECHNIQUES</p>								
<p>f) Four common problems in policy making and techniques deriving out of the same :</p> <p>a) Technical reductionism,</p> <p>b) Focus on the production side of the knowledge "production-utilization-system"</p>	<p>Methodological concerns of the process anchored in middle-range theories.</p>	<p>Social relevance is established better in the middle range approaches as there is a consistent feedback from the empirical ground to the theoretical effort.</p>	<p>Meaningfulness derived from the balancing of interests in the open society.</p>	<p>Values perceived as synthesized in conflicts and adversity. Point counter point debates.</p>	<p>A fortiori & other alternate perceptions provide the sharpening of rationality.</p>	<p>Conditional ethics; morality is an evolving social value.</p>	<p>Good long and short term coordination would be available in these contexts.</p>	<p>Approach methodologies deal with constant improvement of sensitivity to client population.</p>

9) Lichfield, Kettle & Whitbread, Evaluation in the Planning Process, Pergamon Press, Oxford, U.K. 1975, Especially Chapters 7 to 11 dealing with regional and local Government case studies in planning evaluation; see also, Faludi, A. Essays on Planning Theory & Education, Pergamon Press, Oxford, U.K. 1978, Part II dealing with "The East Oxford Case Study", pp. 61-100.

**** the relativism = What is the value added by this
of "more than relativism or perceived differen-
what is already tial? what is the payoff in
known" obtaining this? at what cost?
benefits to whom? how? etc. and
when?

Identification of a researchable item

This identification is a question of methodology; by that, I do not mean that there is such a thing (as methodology) all-ready-to-roll, such as, in a canned programme. Far from it, one has to ponder about it and formulate the framework.

Such an effort would depend on the goal parameters (subjective), materialistic (objective) conditions, and whether the empirical viability of the data linkages can be established between successive events in regard to data on the researchable items.[27]

Other considerations of value in identifying researchable items are meaningfulness, relevance, and the quest for truth broadly. Reduced and applied to this context of public policy, the quest for truth could be interpreted as the search for materialistic facts, within the context. Meaningfulness can be both individual and societal. In both senses meaningfulness represents a humanistic orientation, related, to historical, artistic, aesthetic and other formative aspirations and projections. On the other hand relevance is understood to be predominantly sociological and demographic and is less concerned with reciprocities and cultural quests.

Thus, utopianism or a semblance of it would fall under meaningfulness rather than relevance, as it deals with cultural lag of lead and longings.[28] There will be less of social materialistic factualism or currency involved in this, unless one is dealing with precipitate social results of utopianism in the particular context. To a large extent relevance would be decided by the relative demographic strength of an item or issue. The criterion measure of relevance could be in the form of a head count, subscription or impact.

As an example dating among teenagers of opposite sexes is a socially institutionalized item in the North American societies. It may be meaningful to most people of those age groups, but may not be meaningful to some. Still, the cohorts indulge in it as a socially relevant item and not necessarily as a personally or socially meaningful item.

Similarly, in India dating among teenagers is a socially non-relevant item. It is neither a social fact at large, nor is it relevant by subscription or impact. However, among the teenage groups some may find it, personally, meaningful. In some small urban/suburban communities, and collegiate campuses it may be even socially relevant; that is, relevant enough to generate or demand teenage ice cream and coffee parlours, other meeting points/forums, and the like.

Such examples are many and should help distinguish between meaningfulness and relevance in the identification of research items.[28]

Researchability as a system state/condition

An Indian student of nutrition in Ohio, wrote a doctoral dissertation on the subject of chapathi making. This was in the late 'sixties when Indians in the U.S. were all 'gung ho' on developing India, its productivity etc. And, their priorities coloured their vision to the point of ridiculing chapathi making, as a low-grade-item.

On the other hand one could think of chapathi-making as a much larger systemic problem. For example, it could raise questions of mass-nutrition if chapathi's were to be made in factories/bakeries and distributed regionwide. Questions of policy, then, would have a regulatory significance, and national import.

Space, Time Criteria

This question as to when and where an item is researchable is addressed to identify space/time parameters of the researchability of an item. In fact, one might say researchability itself is determined by space/time parameters.[30] Phenomenologists would agree. Others may have reservations. However, in order to satisfy others we may cite the following. In policy studies, policy as a process of formulation, implementation, adaptation (response), and evaluation (feedback) occur in place specific values, within certain time segments.[31] Thus, it may be advantageous to study the differential responses to a policy in a heterogeneous community, where the implementation mechanism is organized, systematic and responsive. On the other hand in a homogeneous community the same policies may provide little feedback on response differentials. More fruitful efforts may be placed on formulation efforts in such a community. Such examples, are many and varied. Suffice it to say that the research question/problem ought to be defined by the context of application.

Enhancing the system state

The system state is a 'black box' approach to problem definition and resolution, by increments.[32] One may recall the nursery verses about the "house that Jack Built". The verses expand the perception of the child reader, from the identification and location of the house through the series of activities which happened in/around the house, gradually expanding the perception to the neighbourhood.

In the example, the 'house that Jack Built' is merely a material edifice. However, through progressive stages/phrases materialistic, systemic, and sociological linkages are introduced such as, the 'rat that ate the malt', 'the dog that mauled the cat', 'the boy who owned the dog', his parents and the rest of the neighbourhood.

Similar expansion can be made in regard to the chapathi making process by tracing the quality of the inputs, the system which supplies the same, the regulations which assure the quality, and the like. Thus, an insignificant item such as a chapathi may have demands on the material policy on agriculture, education, financing of small business and several other items of import, in regard to public policy.

The sensitivity with which a researcher/policy analyst may perceive these, the deftness and conceptual/clarity, and methodological rigour with which he/she may enhance the system state are what create interesting problem definitions and researchable items.[33]

Recent times have witnessed various typical trends in policy analysis modes which indulge in system-enhancement to achieve researchability, and a higher degree of rationalization. One of these deals with impact chains and their analysis. These studies pursue consequential rationale' of a policy/plan or programme in order to evaluate the programme.[34] Conventionally, these have been pursued after a policy is implemented. However, in the recent decades we have witnessed studies of probable impact chains/scenarios even before a policy/plan is formulated.[35] Frequently, a range of viable/feasible alternatives are simulated as to their impact and a 'feedback' is obtained in order to correct the formulation. This process is sometimes called "feed forward", as a lesson/criterion developed today is fed into a future date of the process of the policy.

In India, feed forward research is carried on only in some defence planning, simulation and gaming exercises. The usual bureaucracy in India does not understand 'feed forward' research, presently.

Other modes of research follow the policy formulation stage. In the western democracies policy formulation is a participative process; and the processes and norms are well institutionalized.[36] As such, surveys, public-hearings, experimental pilot projects are common items of the formulation process. In India, these processes are sporadic, and not so well institutionalized.[37]

Another item which complicates the identification and researchability is the fact that such decisions are not made by the interests of the beneficiary or, affected (client) population.[38] They are made by an elitist political or bureaucratic influence. As a result, the little policy research which takes place, happens without a popular constituency, and is skewed to the interests of the elitist decision making system.

These drawbacks often, make enhancing the system state a skewed process of less than comprehensive rationale .

Summary

The subject of public administration faced the danger of isolating itself periodically, because of the overwhelming concerns of intra-organizational problems and issues; often this is referred to as the "bureaucracy" in common language. However, in the historical culture of the bureaucracy, some movement or the other has arisen to challenge its tenets and stupor, in order to demand a new response to social challenges. Each such era, has given rise to a new facet of innovations in public administration theory and practice.

The biggest challenges of the 20th Century were faced during the decades of the depression, the World War II and the rehabilitation, and the development (modernization) era following the same. These were often referred to as the challenges of modernization and development. The latter half of this century, however, has posed problems and challenges in addition to those of modernization. Many of these arise out of developments in social formation and ideology, regardless of the socio-economic conditions such as, affluence, poverty, development and under development.

These problems which were thought to be confined to different geographic regions, such as, nation-states, and large subnational regions, have come to be recognized as no longer so confined. They are recognized, now, as existing in every society in some combination or the other.

Thus the problems of the new theses would seem to be focussed on researching the patterns of combination of lead

and lag, affluence and poverty, development and underdevelopment, germane to policy processes and response mechanisms in a given society, region or sub-stratum which may become a policy application universe.

The several approaches and dimensional emphases of policy studies discussed above, may provide a matrix for the synthesis and formulation of specific study approaches to given policy environments. Parsons typical delineation of the emphasis in the intellectual traditions of scientific, social science, and humanistic inquiry, may be cross matched with El Hussein's grouping of the approach paradigms. One would, then, perceive that the "vocational trend" approaches, predominantly, do embrace the social science approaches. The "approach trend" paradigms and the "functional interest clusters" are more eclectic and drawn all modes of intellectual traditions, while the fourth grouping that is, the approach of "systemic rationalizations and techniques" may emphasize more the methods of the scientific tradition.

It is important to note that no exclusive cross-matching of typical traditions and approach paradigms is suggested here; nor, is it considered desirable. The traditions are only modal in regard to their value emphasis, and so are the paradigms in regard to process items they tend to study.

NOTES

[1] It may be noted, here, that the concise Oxford Dictionary, does not make a distinction between the words, 'management', and 'administration'. In a truly scholarly milieu, too, one may not find any distinction practised between the two words.

However, some of the contemporary business management people in India seem quite anxious to do some hairsplitting. In a rather self-serving manner they would use management to mean a modern process of decision making aimed at achieving efficacy and efficiency between given resources and the desired outputs of an organization.

One may counter this by asking "what do you think the administrators do?" The answer would be "more or less the same thing".

Another, aspect of an idiom stems from the usage of these words in clinical medicine. The usage there is like, "management of the illness or disease" as opposed to the "administration of a therapy or routine of cure/medication", in a prescriptive, professional sense. Here it is used to mean something like "containment" and "manipulation".

Akin to this last idiom, "management" in India, seems to have acquired a sense touching on the cynical and sinister, such as, in "oh, he is only managing things", implying more a contrived routine of manipulation, than any enlightened, or progressive planning. This latter connotation is widely prevalent in the North Atlantic environment, also, where new movements in public affairs and administration, are anti-managerial or anti-management, but not anti-planning.

Thus, the word 'management' is also used in the sense of containing a problem condition. In this connotation as well as others 'management' is quick-footed, responding to short-term (immediate) changes, and the like, whereas, 'administration' is, supposedly, oriented to sustaining longer term, universal values, such as, parity, consequences, and the like. So much for the hair-splitting, that exists in our milieu, though I do not agree with these; connotations and nuances should not be allowed to pervert the ordinal, normal, meaning of words.

Public administration scholars use the term 'administration' in a larger sense with societal concerns, and connote 'management' to mean techniques and routines of efficiency within the bureaucracy, sometimes, particularly, to indicate system sustaining ("morphostatic") procedures. For a view of this kind see, Bozeman, Barry, Public Management and Policy Analysis, St.Martin's Press, New York, N.Y. 1979 wherein he uses the term 'management' to indicate the subject of routines within the bureaucracy, as opposed to those extra-mural relations of the bureaux.

The Public Administration Review, Washington D.C., the Journal of the American Society for Public Administration, also seems to underscore this point of view, in its theme articles.

A slightly modified view of the above is perceived in the themes of the Journal Management in Government, a journal of administrative reforms, Department of Administrative Reforms and Public Grievances, Govt. of India, New Delhi. Here 'management' is used in a specialist/analyst sense as opposed to general and generic administration. This usage is particularly applied to studies relating to input/output relationships in public policy and operational environments. Thus, more of the extra mural interactions of the bureaucracy are focussed upon in this.

Among the business administration faculty, especially in India, it seems fashionable to talk of "management" being the "in thing", comprising the "latest" techniques of "efficiency" (read market determined priorities of corporate perception) as opposed to "administration" being the tradition-bound laggard set of routines of control and delegation. This is a self-serving and pejorative perception; however, it remains and continues among the business school faculty.

More specifically, we may make the distinction of these themes and approaches by their respective provenience, as between business school corporatist idioms, and the public administration pluralistic idioms. Business schools and the corporatist perceptions were dominated by applied psychologists in regard to their study of organizations and decision processes. Psychologists assume a culture as a given (independent variable) and study behaviour/decision sequences as dependent (criterion) variables. This is the approach which business management themes and corporatist idioms follows.

On the other hand, applied anthropologists and social scientists reverse the above assumptions. They assume behaviour as a given human universalism (independent variable), and study culture as the form output (criterion) variable in a given environment. Public administration follows this theme and approach and pursues pluralist idioms.

This is the essential and possibly the only intellectual, thematic, distinction between the two approaches in methodology. Other distinctions, often bandied around such as those mentioned earlier seem rather peripheral and shallow in substance.

[2] For a good discussion of the concepts of legitimacy, sovereignty, transitivity, autonomy, hierarchy, and their cybernetic interactions, see, Deutsch, Karl, The Nerves of Government, Models of political communication & control, Free Press, New York, N.Y. 1969. See also, Reagan, Michael D [Ed], The Administration of Public Policy, Scott, Foresman and Co., Palo Alto, California, and London, U.K., 1969. Especially pp. 33-77 containing articles by Riggs, Weidner, Peabody, Wilson, Warner et.al. and Argyris.

[3] For a good discussion on Corporatism and Neo-Corporatism, see, Scholten, Lijsa [ed.] Political Stability and Neo-Corporatism, Sage Publications, London, (paperback) 1987.

In Chapter 5 of the book, Scholten adopts a definition of neo-corporatism, which highlights the characteristics of the European model (Dutch) in contrast with the pluralistic approaches to the democratic processes elsewhere;

An integrated structure and interaction system in which ... socio-economic public policy decisions are formed authoritatively by the substantive participation of a matrix of oligopolistic and centralized employers' organizations and trade unions. These organizations are mandated by the state with respect to their internal and external responsibilities and status, and integration into the overall system.

This is in contrast to the pluralistic democratic models of the North Atlantic nations, and the British Commonwealth, including India. In the pluralistic democracies, "oligopolistic and centralized employers organizations and trade unions" are treated as citizens who may lobby for or against certain issues with the governmental organization. Beyond that pluralistic democratic systems do not trust large organizations, to intervene between the citizen and the state, in any formal manner.

This would explain the corporatists' discomfort with the (near anarchistic) attitudes of the pluralistic democracy in cutting down to size the image and leverage of any oligopolistic or centralized authoritarian organization, in public life.

The main ideological distinction between the business management theorists and the public management (administration) theorists may also be understood parallel to the above, as between the corporatist and the pluralist idioms.

[4] In keeping with the above the term corporate policy deals, basically, with "corporate ordering" and "would embrace societal, economic, and political structures". Given that hypothesis about 'policy', all the efforts of administration would be focussed on sustaining that integrated view. Scholten. Op.Cit. p.132.

In our view of policy, we perceive it to be less regimented, less integrational, and more an evolved item of the 'pol', the collective public. Our items and issues of policy rarely pronounce any idioms "ordering" the societal and political structures. We use the term essentially as a logical instrument of intervention in a non-deterministic view of the process and milieu. System sustaining is hardly ever the aim of policies in a pluralistic model; on the contrary policy aims often to create that mild disturbance in order to push system transformation.

[5] Parsons articulated and emphasized the necessity of the social scientist to work with testable hypotheses close to empirical field conditions. In this view, models and theoretical concepts are better developed if they can be defined as bounded or anchored between

successive events, thus giving rise to comparative datum levels in which a process may be measured. See Parsons, Talcott C, The Structure of Social Action, Amerind Publishing Co., New Delhi, 1974.

[6] For some basic readings in this regard, see, Parsons, Talcott C The Social System, Ronteledge & Kegan Paul, London U.K. 1970; Deutsch, Karl W. Politics & Government, how people decide their fate, Houghton-Mifflin, Atlanta, Ga. 1974; Deutsch, Karl W., The Nerves of Government, Models of Political Communication and Control, Free Press New York, N.Y. 1969; and Ellul, Jacques The Technological Society, Jonathan Cape, London, U.K., 1965.

[7] There are many shades of qualification to this statement; the reader may excuse the deliberately simplistic form. Other views would emerge through the paper and in the readers' mind.

Andreas Faludi for example perceives that the collective is often split into two modes of policy making, based on the atomistic and the holistic perceptions of society. These may influence the policy process in various ways. Notions of 'city-life', the public interest, its 'individualistic' and 'unitary' conceptions, will influence the process of policy-making and planning, naturally. These would give rise to a variety of 'open-ended' and phased views of society, policy, and its rationalizations in the middle range.

See Faludi, Andreas Planning Theory, Pergamon Press, Oxford, U.K. 1973, pp.156-57 and 295; and Lindblom, Charles E. The Policy Making Process, Prentice-Hall, Englewood-Cliffs, N.J. 1980, pp.11-39.

[8] Horowitz, Irving L. The Three Worlds of Development. A theory and practice of Interntional stratification, 1968(?), especially chapters on "Consensus and dissensus in social development"; Hart, David K, "A partnership in virtue Among All Citizens : The Public Service and Civic Humanism", in Public Administration Review March/April 1989, Vol. 49, No.2. American Society for Public Administration, Washington D.C. pp. 101-107; and Harmon, Michael M, "Decision and Action as Contrasting Perspectives in Organization Theory" in Public Administration Review, Op.Cit., especially pp. 148-149, section on 'social process and the recovery of the 'public' Good".

[9] Analysis of policy and administration may span a vast array of dimensions which may be perceived in three broad groupings, public design aspects, administrative processes and patterns, and the response of the citizens vis-a-vis. their expectations. One set of theorists looked at the same by breaking them down into the following dimensions, (1) public, private and generic modes, (2) organizational modes, (3) comparative/cross cultural modes, (4) people's interest and interaction with governmental-organizations, (5) quantitative analytical modes, (6) Issues of centralization and decentralization, (7) Advice, consent and contractual modes, (8) Group interests in policy development, and (9) Responsible administration See Reagan, Michael D [Ed.] The Administration of Public Policy, Scott, Foresman

and Company, Glenview, Ill. 1969; and for an example, of a substantive approach based on societal goals towards the analysis of policy, see, Frederickson, George H, "Public Administration and Social Equity" in Public Administration Review, March/April 1990, Vol. 50, No.2, ASPA, Washington D.C. pp. 228-237. For rational models of evaluation, see Lichfield, Kettle and Whitbread, Evaluation in the Planning Process, Pergamon Press, Oxford, U.K., 1975.

[10] Basu, Durga Das, Commentary on The Constitution of India. Vol. I. Article 226, S.C. Sarkar & Sons, Calcutta, 1985.

[11] Hart, David K. "A Partnership in Virtue among all citizens : The Public Service and Civic Humanism" in Public Administration Review, March/April 1989, ASPA, Washington D.C. pp. 101-105 and, Frederickson, George H, "Minnowbrook II : Changing Epochs of Public Administration", in PAR, Op.Cit., pp. 95-100.

[12] For a good, precise discussion on the impact of Rousseau, see, Deutsch, Karl W, Politics and Government : How People Decide their fate, Houghton - Mifflin, Boston, Mass. 1978 pp.92-98.

[13] Jha, Chakradhar, Judicial Review of Legislative Acts, Tripathi, Bombay, 1974, Chapter I, section on "Eminent Domain".

[14] Such changes and consequences are not only organizational but also ethical, attitudinal and output oriented. Thus, the "New Public Administration" theorists make a distinction between 'neutral competence' and "responsive competence" of the public administration professional. See, Dilulio, John J. Jr. "Recovering the Public Management Variable : Lessons from Schools, Prisons, and Armies", in PAR, Op.Cit. March/April 1989, pp.128-129 and, Denhardt, Kathryn "The Management of Ideals : A Political Perspective on Ethics", in PAR, Op.Cit., pp. 187-192.

[15] Dye, Thomas R. Understanding Public Policy, Prentice-Hall, Englewood Cliffs, New Jersey, 1972. pp. 1-14.

[16] Parsons, Talcott. C. "Theory in Humanities and Sociology" in Daedalus Journal of the American Academy of Arts and Sciences, Spring 1970, pp. 495-523.

[17] Russell, Bertrand, An Inquiry into Meaning and Truth, Unwin Paperbacks, London, U.K. 1980, pp. 289-305.

[18] Durkheim, Emile' The Rules of the Sociological Method. Free Press, MacMillan, paperback 8th Edn., London, U.K. 1966, pp.1-13.

[19] Santayana, George, "The Nature of Beauty", in Rader, Melvin [Ed.], A Modern Book of Esthetics, Holt, Rhinehart & Winston, New York, N.Y. 1960. pp.34-50.

[20] See Parker Dewitt H, "The Problem of Aesthetic Form", pp. 203-212, and Beardsley, Monroe C, "On the Creation Art", pp. 396-406,

in Weitz, Morris [Ed.] Problems in Esthetics, Second Edition, Collier-MacMillan, New York, London, 1970.

[21] See Chapter V of Weitz, Morris [Ed.] Op.Cit., pp. 747-794 for discussions on Emotion, empathy, sublimation, pleasure, psychical distance, and other dimensions which define the perceptual modes of humanistic response to art.

[22] Parsons, Talcott C. Loc.Cit.; the Works of Geddes, Howard, Mumford, Gutkind and others may be cited as examples, which influenced policies in general, as well as in regard to the urbanism of policy makers in this century. By way of specific disciplinary orientations such as with policies in regard to archeological monuments, historic conservation, ecological developments and the like, a number of scientific, social science, and humanistic contributions may be cited. Indian contributions, so far have been confined to the specific discipline, and seldom have been integrative of larger social perspectives.

Archaeologists like, Wheeler, Sivaramamurthy, Nagaswamy as well as naturists such as Salim Ali and others have failed to cut across the disciplinary boundaries. Possibly, this is more a problem of the social ethos and system which received their contributions; this society has neglected to integrate their contributions into items of societal concern, either immediate or in the future.

For a good discussion of societal "unpreparedness" see Michael, Donald N, The Unprepared Society, Harper Colophon, paperback, New York, London, 1968; and, Faludi, Andreas, Essays on Planning Theory and Education, Pergamon Press, Oxford, U.K. 1978, especially Part IV, "Synthesis", pp. 157-183.

[23] See Dye, Thomas R. Understanding Public Policy, Op.Cit., Chapter 5, on "Welfare : The Limits of Rationalism", pp. 87-109; Faludi, Andreas, Essays on Planning Theory and Education, Op.Cit., Part IV "Planning Theory and the Education of Planners" pp.159-183; and, Faludi; A, Planning Theory, Op.Cit., Part II. Ch.6 "Rational Planning - Limitations and Approaches", pp. 105-126.

[24] Lichfield et.al., Evaluation in the Planning Process, Op.Cit., Chapter I. "Evaluation and Planning" pp.3-16; Dye, Thomas R, Understanding Public Policy, Op.Cit., Chapter 12, "The Policy-Making Process" and, Chapter 13, "Policy-Impact", pp.265-299.

[25] Subramaniam observes that the elite Indian civil service class, often resorts to this ritual of 'citing' and 'quoting' the Bhagavadgita, relevant or not to the work on hand, but for some inner or symbolic justification of the mode of decision taken. See, Subramaniam, V "An Exploration of the Indian Administrative Culture" in The Indian Journal of Public Administration, July-Sept., 1990, Vol.XXXVI, No.3, New Delhi, pp. 372-373.

[26] El.Husseini, Ahmed Mustafa "Policy Analysis & Public Administration : A Theoretical Review", in Indian Journal of Public Administration, Vol. XXXV, No.2, April/June 1989, New Delhi, pp.220-232.

[27] Parsons, Talcott. The Structure of Social Action. Loc.Cit.; see also, Kaplan, Abraham The Conduct of Inquiry, Aylesbury, Interbooks, Chandler Publishing Co., New York, N.Y. 1973.

[28] For a basic discussion on Cultural lag and utopianism, see Mannheim, Karl, Ideology and Utopia, An introduction to the Sociology of Knowledge, Routledge & Kegan Paul, London U.K. 1968 (Reprinted) especially, Chapters II and IV; for a collection of ideological and utopian perspectives on the emerging urbanism of the last three centuries; see, White, Morton & Lucia, The Intellectual Versus the City, A Mentor Book. The New American Library, (paperback), New York, N.Y. 1962; and for some experimental applications and empirical reporting, see, Lindenfeld, Frank, [Ed.], Radical Perspective on Social Problems. The Macmillan Co., London, U.K., 1968, especially, Section 12; "Utopian Practice and Perspectives", pp. 369-402. For an example of how cultural lag can overwhelm the pursuits of young intellectuals, see, Vyasulu, Vinod, The Paradox of Static Change, Sterling Publishers, New Delhi, 1977, especially, pp. 119-131, including "The Parable of the Underdeveloped Economist".

[29] Shangraw, R.F, Jr., and Michael M.Crow, "Public Administration as a Design Science", in Public Administration Review, ASPA, Washington D.C., Vol. 49, No.2, March/April 1989, pp. 153-160; Hummel, Ralph P, "Stories Managers Tell : Why They are as valid as Science", in Public Administration Review, Vol. 51, No.1, January/February, 1991, pp. 31-41.

[30] For a basic reference on Des Cartes' Phenomenology, see, Burt, E.A., The Metaphysical Foundations of Modern Science, Doubleday - Anchor Books, (paperback), Garden City, N.Y. 1954, especially Chapter IV, "Des Cartes" and Chapter V, "Hobbes Attack on Cartesian Dualism", pp. 105-129.

[31] See for example, Fiorino, Daniel J. "Can Problems Shape Priorities? The case of risk-based Environmental Planning" in Public Administration Review, Vol.50, No.1, January/February 1990, ASPA, Washington D.C., pp. 82-90.

[32] Dye, Thomas R, Understanding Public Policy, Op.Cit., Chapter 11 on "Inputs, outputs, and Black Boxes", pp. 231-263, and Chapter 12 on "The Policy Making Process : Getting Inside the System", pp. 265-288.

[33] Dye, Thomas R, Op.Cit., pp. 231-241, 291, 296; Boggs, Robert, The New Utopians, a study system design and social change, Prentice Hall Inc., Englewood Cliffs, N.J., 1965, especially Chapter 2, "System Ideas for whom and for what", pp. 29-46; and Coursey,

David and Barry Bozeman, "Decision Making in Public and Private Organizations : A Test of Alternative Concepts of 'public'ness", in Public Administration Review, Sept./Oct. 1980, Vol.50, No.5, ASPA, Washington D.C. pp. 525-535; also Elsenhans, Harmut, "Public Administration in Developing Countries : Specificities of Public and Administration in Market-regulated developing and capitalistic Societies", in Indian Journal of Public Administration, Jan/March 1989, Vol. XXXV, No.1, New Delhi, pp. 16-25.

[34] Lichfield, et.al., Op.Cit., especially Chapter 3 on "Evaluation in the Planning Process", pp. 32-47; Glass, Ruth, "The Evaluation of Planning : Some sociological considerations", in Faludi A, [Ed.], A Reader in Planning Theory, Pergamon Press, Oxford, U.K., 1973, pp. 45-68.

[35] Faludi, Andreas, Planning Theory, Op.Cit., p. 145 Note. 8 ; Michael, Donald N, The Unprepared Society, Harper Colophon Books, (paperback), New York, N.Y. & London, U.K., 1970, pp. xi, xii, 5,6,11,90-91; and Dye, Thomas R, Op.Cit., sub section on "Why Governments do not know the impact of their policies", pp. 296-298.

[36] Davidoff, Paul and Thomas Reiner, "A Choice Theory of Planning"; Webber, Melvin " Comprehensive Planning and Social responsibility " Toward an AIP consensus on the Profession's roles and purposes", Bolan, Richard, "Community Decision Behaviour : The Culture of Planning", in Faludi, Andreas, A Reader in Planning Theory, Op.Cit., pp. 11-40, 95-112, & 371-394.

[37] Plans, policies and programmes in India are treated, often, as the exclusive domain of the ruling party or ruling coalition. Thus, policies are often ended abruptly, whenever the Government changes hands from one party to another, or one coalition to another.

Citizen and community participation were on the rise during the 'fifties and 'sixties especially in the Community Development (CD) and the Tribal Development (TD) projects. However, with the advent of the National Extension Service (NES), and its expansion of bureaucracy through direct control from the Ministry of Agriculture, the enthusiasm, voluntarism and participation of the early days came to an end.

Today, a few states still pursue the lead in involving the citizens, promote voluntarism and cooperation. Tamil Nadu, Maharashtra, Gujarat are good examples in this regard. Other states lag behind, and have seldom known even one 'public-hearing' in regard to a new policy or plan.

[38] One has, only, to browse through the series of Comprehensive Plans which were made for Bangalore, during the past four decades. None of them has a chapter or section addressed to the aspirations, goals and objectives of the citizens, of Bangalore metropolitan region, either in the whole or in parts thereof.

Thus, the ends sought are implicit in the plans made, and reflect possibly only the aspirations perceived or articulated by the committees of the bureaucracy in the planning agencies, such as, the BDA, the earlier planning committees, the Trust Board the City Corporation and the like.