
UNIT 14 POLICY IMPLEMENTATION AND MONITORING

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14.1 INTRODUCTION

The principle of gender equality is enshrined in the Indian Constitution in its Preamble, Fundamental Rights, Fundamental Duties and Directive Principles. The Constitution not only grants equality to women but also empowers the State to adopt measures of positive discrimination in favour of women. This has paved the way for gender-sensitive policies. We have already studied about the formulation and development of such gender-sensitive policies, as stated in the Constitution, in the previous Unit.

The promises enshrined in the Constitution and the vision of women's emancipation and empowerment would just remain a dream, if action to this effect is not taken. For the action to be accomplished, we need to intervene more forcefully in public policy. Gender-sensitive public policy will not be sufficient if policies are formulated from time to time. Action has to be taken to this effect by all agencies on a continuous basis in order to promote gender equality and gender justice. This is possible by effective implementation of gender-sensitive policies. This Unit will introduce you to the concept of policy implementation and monitoring and the measures to be taken for the successful implementation of gender-sensitive policies.

14.2 OBJECTIVES

After studying this Unit, you should be able to:

- describe the elements of policy implementation;
- analyze the approaches in policy implementation;
- distinguish the agents involved in implementing gender-specific policies;
- evaluate the challenges involved in implementing policies; and
- describe policy monitoring and the underlying approaches and techniques.

14.3 POLICY IMPLEMENTATION AND ITS ELEMENTS

Policy implementation is the most important phase in the process of policy management. The realities of a policy in practice often differ from the intentions with which a policy is formulated. It is critical for the people involved in implementation to have a thorough understanding of the steps involved in implementation, so that the intention with which a policy is made is accomplished.

Policy implementation is at the heart of policy management. To put it in simple terms, policy implementation is the process of putting policy into action. John calls implementation as “the stage in the policy process concerned with turning policy intentions into actions.” Implementation is seen as a process of putting policy into effect, a process which is mainly concerned with coordinating and managing the various elements required to achieve the desired ends. According to Van Meter and Van Horn, “Policy implementation encompasses activities of the public and private individuals that are directed at the achievement of objectives set forth in prior policy decisions.”

Barren and Fudge take a view of the implementation process as, “a sequence of events ‘triggered off’ by a policy decision, involving the translation of policy into operational tasks to be carried out by a variety of actors and agencies and substantial coordinating activity to ensure that resources are available and that things happen as intended”.

Elements in Implementation

Putting policy into action involves various elements. Barret and Fudge say that policy implementation is dependent on:

- Knowing objectives and goals;
- Availability of the required resources;
- Ability to marshal and control these resources to achieve the desired end;

- Communicating what is wanted to others involved in carrying out tasks and controlling their performance.

Thus policy implementation requires the following elements:

- Personnel and financial resources to implement the policy;
- Administrative capability to achieve the desired policy goals; and
- Political and judicial support (from the legislative, executive and judicial wings of the government) for the successful implementation of the policy.

At times, though effective policies are framed by the government, the essence of the policy is weakened by ineffectual implementation of policies. If a policy fails to have a particular impact that is expected, it must be because of the limitations of various factors, such as lack of resources, capacity of implementing bodies, potential of people in leadership positions, etc. Hence, if the earlier mentioned elements are incorporated into the implementation process, the policy would become successful.

Thus, successful implementation of policies is dependent on inputs, outputs and outcomes. Inputs are the resources (personnel and finance) mobilized in producing outputs (decisions taken by the implementers) to achieve the outcomes (what happens to the target groups intended to be affected by the policy).

Especially while implementing gender-sensitive policies, the implementing agencies should have a thorough understanding of not only the requirements for successful implementation, but also the scenario of women in the society, which would help the implementers in addressing the issue. Thus, the purpose of bringing in gender concerns into the context of policy is to bring into focus inequalities built into the structures, processes and norms of the society. In other words, such policies aim to make gender visible and create both the space and means to bring about change in existing gender relations.

14.4 APPROACHES AND MODELS IN POLICY IMPLEMENTATION

Until the 1970s, little attention was given to the policy implementation aspect. In the mid-1970s, it was found that many policies had not performed well. Since formulated policies did not achieve their stated goals in so many areas, the importance of policy implementation was understood and various approaches to the study of implementation emerged in the same period. Some of the important approaches to policy implementation as put forward by various scholars are discussed in the following sub-sections.

14.4.1 Top-down Approaches and Models in Policy Implementation

Pressman and Wildavsky and Derthick are the main advocates of the “Top-Down Rational System” approaches. According to them, implementation is an ability to forge links in a causal chain so as to put public policy into effect. Some of the top-down models advocated by different scholars are as follows:

- i) Jeffrey Pressman and Aaron Wildavsky – Policy Implementation Relationship
Pressman and Wildavsky are celebrated as the founding fathers of implementation studies. This approach was put forward by Pressman and Wildavsky in 1973 in their book “Implementation”. According to them, implementation is clearly related to policy and policies normally contain both goals and the means for achieving them. Effective implementation requires, they argue, a top-down system of control and communications and resources to do the job.

ii) **Donald Van Meter and Carl Van Horn – System Building**

The two scholars of the System Building Model advocate that policies should be classified in terms that will throw light upon implementation difficulties. According to them, “implementation will be most successful where only marginal change is required and goal consensus is high.” This model suggests six variables that are essential for effective implementation of policies. Some of these variables are as follows:

- Policy objectives of the policy decisions need to have concrete and more specific standards for assessing performance;
- Resources and incentives have to be made available;
- Characteristics of the implementing agencies, including issues like organizational control, agencies’ formal and informal linkages with policy formulation or policy enforcing bodies is also critical for effective implementation;
- Economic, political and social environment of the area where the policy is implemented;
- Disposition of the implementers, with respect to their understanding of the policy and their acceptance, neutrality or rejection of policy.

iii) **Eugene Bardach – Implementation Game**

Some scholars regarded implementation as a political game which involves power, conflict and interest. This model was advocated by Bardach. According to Bardach, implementation is a game of “bargaining, persuasion and manoeuvring under conditions of uncertainty.” Implementation from this angle is about self-interested people who are playing games in power politics. Implementers play to win as much control as possible and attempt to play so as to achieve their objectives. Bardach’s work presents a view that implementation is a political process and that successful implementation from a ‘top-down’ perspective must involve a full ‘follow-through’.

iv) **Brian Hogwood and Lewis Gunn – Commandments for Policy Makers**

The top-down approach put forward by Hogwood and Gunn, sets out the following ten commandments for easy implementation:

- The external circumstances should not impose any constraints on the implementing agency.
- Adequate time and sufficient resources should be made available for implementation.
- The required combination of overall resources should be made available at each stage of the implementation process.
- The policy to be implemented should be based on a valid theory of cause and effect.
- While implementing policies, the relationship between cost and effect should be direct.
- Only a single agency should be involved in the process of implementation and even if other agencies are involved, the dependency relationship on such an agency should be minimal.
- The implementers should have proper understanding of the policy objectives to be achieved and this should persist throughout the implementation process.

- In implementing the agreed objectives of the policies, the task to be performed by each participant should be clearly specified.
- There should be perfect communication and coordination among various elements involved in programme implementation.
- Compliance should be demanded and obtained from those in authority.

14.4.2 Bottom-up Approaches and Models in Policy Implementation

The exponents of the bottom-up approach are of the view that the top-down model lacks effective implementation. The Bottom-up model lays stress on negotiation and consensus-building in policy delivery. The chief exponents of the 'Bottom-up' approach are Wetherly, Michael Lipsky and Elmore and the models put forward by them are discussed in the following paragraphs.

i) R.Wetherly and M.Lipsky – Street Level Bureaucrats

A study done by these two scholars shows how the top-down model lacked effective implementation in practice. In order to implement the policies in an effective way, Wetherly and Lipsky suggest that the interaction of the bureaucrats (involved in policy implementation) with their clients should be observed at a street level. According to Lipsky, the behaviour of front-line staff which executes the policies, whom he calls 'street level bureaucrats' has an influential effect on implementation studies. The implication of this study was that control over people was not the mechanism to effective implementation. The decisions of the street-level bureaucrats, the routines they establish and the devices they make use of to cope with uncertainties, effectively become public policies that they can carry out. Lipsky argues that the 'street level implementers' have their own discretion in applying and implementing the policies. For example, when considering education policy, which has the objective of promoting the education of the girl child, the teachers involved in implementation may develop their own ways of implementing education policies. This may actually result in outcomes which are different from the intentions of policy-makers.

ii) R.Elmore – Backward Mapping Approach

Elmore argues that policy makers should realize that policy is best implemented by what he terms a 'backward mapping' of problems. The idea of the backward mapping approach is to begin at the phase when the policy reaches its end point, then analyze and organize policy from the patterns of behaviour and conflict which exist.

14.4.3 Inter-organizational Interaction Approaches

According to this approach, implementation is a process which involves interaction within a multiplicity of organizations that are involved in implementation. Two approaches which have attracted wide attention in this context, are as follows:

i) Power-dependency Approach

H.E. Aldrich and S. Mindlin advocated the Power-Dependency Approach in 1978. They argue that the interaction of organizations is a product of power relationships in which organizations can induce other less-powerful organizations to interact with them in implementing the policies. Those organizations which depend on other more resourceful organizations have to work in such a way as to secure and protect their interests and maintain their relative autonomy. The best example for this approach can be the initiative of the government which influences the activities of NGOs and other organizations in implementing the policies of the government.

ii) **Organizational Exchange Approach**

Some studies on implementation argue that organizations work with one another for their mutual benefit. Hjern and Porter argue that implementation should be analyzed in terms of institutional structures which comprise clusters of actors and organizations. A policy or a programme is not implemented by a single organization, but through a set of organizational pools. Implementation of programmes which requires a matrix or multiplicity of organizations give rise to complex patterns of interactions which top-down frameworks fail to recognize. Consequently, these approaches do not satisfactorily explain implementation or the fact that, in practice, such programmes yield little success.

14.4.4 Policy-action Relationship Models

Some of the models developed by various scholars under the Policy-Action Relationship Model are as follows

i) **Implementation as Action by Individuals**

J.Lewis and R. Flynn, in an examination of urban and regional policies, developed a behavioural model in 1979 which views implementation as action by actors which is constrained by the world outside their organizations and the institutional context within which they try to act. The interaction with the outside worlds, the organization and its institutional context means that policy goals are not the source of guides to action.

ii) **Policy-Action Continuum**

This model has been developed by Barret and Fudge. They argue that implementation may be best understood in terms of a policy-action continuum in which an interactive and bargaining process takes place over time between those who are responsible for enacting public policies and those who have control of resources. The focus in this model is on factors which affect the scope of action and behaviour of individuals and agencies.

14.4.5 Synthesis of Bottom-up and Top-down Approaches and Models

Policy implementation is the continuation of the policy-making process. To Sabatier, implementation and policy formulation are one and the same process. Sabatier's work on 'Implementation' reflects the synthesis of the ideas of both top-down and bottom-up approaches. He sets out six conditions for the effective implementation of policy objectives. These conditions are:

- Clear and consistent objectives, so that they can provide a standard of legal evaluation and resource;
- Adequate causal theory, thus ensuring that the policy has an accurate theory of how to bring about change;
- Implementation structures that are legally structured so as to enhance the compliance of those charged with implementing the policy and of those groups who are the target of the policy;
- Committed and skillful implementers who apply themselves to using their discretion so as to realize policy objectives;
- Support of interest groups and 'sovereigns' in the legislature and executive; and
- Changes in socio-economic conditions that do not undermine the support of groups and sovereigns or subvert the causal theory underpinning the policy.

Thus various approaches and models of policy implementation, have their own set of values and serve useful purposes. In order to implement policies in an effective way, the implementers need to use suitable models for implementation of their policies or programmes. It should be understood that each approach has its own comparative advantages and provides some insight into a particular dimension of the reality of policy implementation. Mapping the context of problems offers the possibility of understanding the various dimensions of knowledge, beliefs, power and values which frame policy formulation and implementation.

Check Your Progress Exercise 1

Note: i) Use this space given below to answers the questions.

ii) Compare your answers with the one given at the end of this Unit.

1) What are the important elements required for policy implementation?

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2) List the variables suggested in the system building model of policy implementation.

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14.5 AGENCIES INVOLVED IN POLICY IMPLEMENTATION

The pursuit of gender equality and women’s empowerment is a responsibility for all sectors in the development arena. The degree of implementation is a function of the interaction between policy content and implementing agencies. Various actors in the public and private sector have a key role to play in the implementation of gender-sensitive policies. Institutions are expected to identify entry points and opportunities for networking and collaboration to ensure synergy and maximum impact in addressing gender inequality. The various agencies involved include executive agencies, i.e. administrators, legislative and judicial bodies, voluntary agencies and pressure groups, political structures, etc. which are as discussed in the following paragraphs.

14.5.1 Administrative Agencies

The administrative agencies involved in implementing gender-sensitive policies include the various institutes that work under the Ministry of Women and Child Development, like the National Institute of Public Cooperation and Child Development, Central Social Welfare Board, National Commission for Women, etc. Apart from such agencies, the administrators of other ministries and departments are also involved in implementing policies formulated by the government. Such administrators in other departments must be sensitized to gender concerns. The job of the administrator is to carry out policies formulated by policy makers. In this context, the bureaucracy is an important agency of the government in

implementing the policies. The administrator's role in policy implementation is of considerable importance. They carry out the implementation directives received from the executive, legislature and judiciary. The chief responsibility of policy implementation is with the administrators and it is their duty to see to it that the policies implemented are in line with the commitments of the government. Senior administrators give instructions and advice to the lower staff as to how to implement policy decisions. However, bureaucracy has been subjected to a body of criticisms. It is said to be afflicted with excesses of red tapism, stringent rules and an attitude of unresponsiveness. Despite such criticisms, it cannot be denied that the administrators play a critical role in policy implementation. In policy implementation, administrators, especially senior executives should have the following functions and roles to perform.

Administrators must clearly understand the nature and significance of policies which the policy makers have set. They are also responsible for advising the policy makers in policy formulation and also in mobilizing, organizing and managing the resources necessary to carry out the policies. As far as possible the bureaucrats should adopt a rational approach and use management techniques to implement policies. Apart from this, the administrators also need to concentrate on strengthening the capacity of their implementing staff in matters of gender analysis, planning and budgeting. While implementing policies, the administrators must commit adequate resources for implementing gender-related activities and disaggregated data and information by sex and gender where applicable. They must also collaborate with gender and women's empowerment organizations and other NGOs on matters of gender mainstreaming and women's empowerment. Such measures would help the administrators in implementing gender-sensitive policies in an effective way.

14.5.2 Legislative Bodies

While administrative agencies are the primary implementers of public policy, the legislative bodies are also involved in policy implementation. Though their role in implementation tends to be limited, the legislative bodies may influence the operation of the administrative organization in several ways. That is, in an indirect manner, the legislature exerts its influence in policy implementation. Administrative actions are subject to examination and criticism by legislative bodies. The legislature can also lay down limits to administrative discretion and delegation. The more detailed the legislation is, the lesser the discretion the bureaucracy have in implementation. The legislature authorizes taxation and expenditure and holds the executive accountable for its financial decisions. The legislature and its various committees not merely exercise control, but also attempt to influence the actions of administrative agencies that fall within their purview. As members or chairpersons of various committees of the legislature, a number of legislators also interact with senior officers and exercise influence on the implementation process in multiple ways.

The role and responsibility of legislative bodies in implementing gender policies is very significant. Some of the tasks performed by legislature in terms of policy implementation and monitoring include: establish appropriate mechanisms to monitor gender equality and equal opportunities; and ensure that all legislation is free from gender-based discrimination.

14.5.3 Judicial Bodies

The judicial bodies, including administrative tribunals, also play a crucial role in their efforts to implement public policies. In India, most of the laws are enforced through judicial action. For example, the Domestic Violence Act, laws related to protection of women, equal rights of women in terms of employment, wages, inheritance, etc. and many of the clauses stipulated in the Acts are the result of judicial interpretations. Because of this and the power of judicial review, the courts

are both directly and indirectly involved in policy implementation. The implementation of policies in many fields has been influenced by judicial decisions. The judicial bodies can help, obstruct and nullify the implementation of particular policies through their interpretations of statutes and decisions. Thus, the judiciary can review administrative orders whenever they interfere with the rights of the citizens or violate any aspects of the Constitution while implementing public policies. Judicial bodies, therefore, have a creative as well as positive role in the implementation of social policies, especially relating to women and children's welfare.

14.5.4 Voluntary Agencies and Pressure Groups

As far as developmental activities and social services are concerned, voluntary agencies have been playing a tremendous role and their contribution has been well recognized in the history of the welfare state. Initially, non-governmental organizations were involved only in advocacy and they advocated their views as the voice of society in policy formulation. In recent years, voluntary agencies have been playing a significant role in implementation of policies and also in sensitizing policy makers to gender concerns in policies, notably, the forest policy, population policy and health and education policies. NGOs and civil society groups are important means of enhancing the effect of public opinion. They can communicate more effectively than individuals with public officials on implementation of public policies. They serve as a link between individual citizens and policy implementers. They help the policy implementers by offering personnel and expertise in policy implementation issues. For example, NGOs played a significant role in carrying the message of women's empowerment and education of the girl child.

In the same manner, the role of pressure groups is also equally significant. For example, as far as mainstreaming of gender perspectives is concerned, the women's movement played a significant role in identifying the gaps in policies and programmes. Women-specific interventions were suggested by such pressure groups. Invariably the government has to rely on pressure groups for the implementation of its policies. Many government policy programmes would remain unimplemented without the cooperation of vested interests. The involvement of civil society and pressure groups suggests that the policy issues are best settled by bargaining during the implementation process.

14.5.6 Influence of Political Structures

Political parties and executive staff agencies also influence the policy implementation process. Politicians also play a significant role in exerting their influence on policy implementation. In India, political parties are seen to be exerting their influence on both the executive and its branch, the bureaucracy, to implement policies which serve their purpose. Indeed, they have been considered as agents for establishing popular control over government and its policies. Such political structures promote gender equality in all political party policies, structures, activities and systems.

14.5.7 Key Agents involved in Implementing Gender-sensitive Policies

Two key agents are described:

- i) Ministry of Women and Child Development; and
- ii) Central Social Welfare Board.

i) Ministry of Women and Child Development

The Ministry of Women and Child Development has the overall responsibility of spearheading and coordinating gender-responsive development and in particular

ensuring improvement in the status of women. Apart from formulating plans, policies and programmes, the ministry also coordinates the efforts of both government and non-governmental organizations working in the field of women and child development. The Ministry implements certain innovative programmes for women and children. These programmes cover welfare and support services, training for employment and income generation, awareness generation and gender sensitization. For example, the ministry is implementing the scheme Swayamsidha, which is an integrated scheme for empowerment of women. The Ministry is in charge of the implementation of the provisions of various Acts such as Immoral Traffic in Women and Girls Act, 1956, Indecent Representation of Women (Prevention) Act, 1986, Dowry Prohibition Act, 1961, Commission of Sati (Prevention) Act, 1987, etc.

ii) **Central Social Welfare Board**

The major responsibility of the Board is to work for the empowerment of women and children; develop a cadre of sensitive professionals with a gender-centric vision committed to equity, justice and social change; recommend gender-specific policy initiatives to meet the new challenges for women and children in emerging areas. The Board has also been making concerted efforts for empowerment of women through Family Counselling Programmes, Short Stay Homes, Awareness Generation, etc. The Board has successfully evolved policies, plans of action, legislations, programmes and schemes for advancement of women and children and has been implementing them with the support of State Governments/UTs, Government and Non-Governmental Organizations for achieving its mandate.

14.5.8 Aspects of Policy Implementation

There are various aspects to the implementation of policy which the agencies involved in implementation have to consider. The various aspects include allocation of tasks to personnel, financial resources and making decisions which arise in the course of implementing the policies. Some of the important aspects of policy implementation which implementers should take into consideration are as follows:

i) **Implementing with a Network**

For the effective implementation of a given policy, it is important for the agencies involved in policy implementation to construct a policy implementing network which ensures that the implementing agency takes on policy tasks occurring in proper sequence and on time. For scheduling policy implementation activities, the network helps the implementers in depicting which activities are more important for economical and efficient management of the policy programme.

ii) **Allocating Tasks to Personnel**

If policies are to be implemented in the way intended, there has to be allocation of appropriate tasks to the personnel resources. The implementing agencies have to ensure that the most qualified people are involved in the implementation of appropriate tasks.

iii) **Making Decisions**

Making decisions is the most difficult job for the agencies involved in policy implementation. Even with the best planning, there will always be a need to make good decisions in the face of unanticipated events during the stage of policy implementation. In the context of decision making, three mechanisms like exception principle, delegation of authority and consensus building have been suggested. The Exception Principle states that difficult decisions (other than routine decisions), involving unprecedented problems that have broader implications for the whole policy implementation, should be reserved for the senior officials. The “Delegation

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of Authority” mechanism states that authority is needed at each level to enable the implementing staff to perform their duties and tasks. Consensus building refers to an agreement to support a particular decision. It also builds a strong group among all those programme constituents involved in the implementation process.

Such aspects involved in policy implementation can be better understood by looking at a particular example. The National Policy for Empowerment of Women, 2001, was formulated with the goal of addressing women’s felt needs and bringing about their advancement, development and empowerment. In implementing this policy, various aspects are involved. Towards this end, the National Mission for Empowerment of Women was launched in 2010 in order to implement the National Policy through an intensive consultative process. Various agencies are assigned the task of implementing the policy, viz. Inter-Ministerial Coordination Committee, National Resource Centre for Women, National Mission Authority and to implement the policies at the state level, there is a State Mission Authority, State Resource Centre for Women, etc. In order to monitor the implementation of the programme, there is a Central Monitoring Committee.

The Protection of Women from Domestic Violence Act, 2005, is another example to demonstrate the implementation process initiated by the Ministry of Women and Child Development. The Act provides the following in order to protect women:

- Provides civil remedies in the nature of protection orders, residence orders, maintenance, compensation and temporary custody orders to women facing domestic violence within the home;
- Establishes a coordinated implementation mechanism to ensure that women have access to and enjoy support services such as shelter, medical relief and legal assistance through:
 - 1) Appointment of Protection Officers, who are to act as the link between women and the courts on the one hand and women and support services on the other.
 - 2) Registration of Service Providers and notification of medical facilities and shelter homes.

Thus, regarding the implementation of this scheme, there has been a tremendous effort initiated by the Ministry of Women and Child Development. Various appointments to this effect were made and wide publicity of this Act was made for creating awareness among the people about its provisions. Quarterly reports regarding the implementation of the Act are sent to the Ministry, which monitors the effectiveness of implementation. Thus the implementation of the provisions of the Act are reviewed by the Ministry in the Conferences of State Ministers and State Secretaries in charge of women and child development.

Check Your Progress Exercise 2

Note: i) Use this space given below to answer the questions.

ii) Compare your answers with the one given at the end of this Unit.

1) What is the role of the judiciary in policy implementation?

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2) Explain any one aspect of policy implementation.

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14.6 CHALLENGES IN IMPLEMENTING GENDER-SENSITIVE POLICIES

From our discussions so far, it has been made clear that the implementing machinery is a critical factor in determining the achievement of policy goals. Hence, in order to achieve the policy goals, identification of factors or challenges which impede the policy implementation process is critical. Difficulties in putting gender equality policy into operation in national as well as local state organizations should be looked upon as a rather grave deficiency in the workings of our democratic systems. The following are some of the problems involved in implementing gender-focused policies.

Men’s Resistance: Usually, most of the powerful positions, be it at the political level or administrative level, are held by men. Resistance of men acts as a major element in the implementation of policies that favour women. The substantial resources, needed for implementing the policy lies at the disposal of such political or administrative heads. Such heads, who have been supporting the traditional roles of women, may not like to bring about a change in the position of women. Hence, they might resort to poor implementation measures that maintain the position of women.

Power: Access to and utilization of power, authority and influence act as pivotal factors implementing gender-specific policies. At times, the same power and influence is used in a negative way. In such cases power may act as an obstructing factor in implementing the government policy and it takes place at different stages of the implementation process. Bureaucrats, who have access to power, may not implement the policy in the expected manner and the intentions of the policy may get diluted.

Inactivity and Lack of Interest: Inactivity and lack of interest on the part of the executive body, implementing the gender-related policies acts as another major problem. Inactivity of the people in leadership positions, may hinder the progress in gender policy implementation, inspite of having a positive response from the policy making body. Thus, when such indifference is shown by the top executives in implementing the policy, the policy automatically loses its essence, as the staff at the lower level of the hierarchy also shows disinterest towards policy implementation.

Co-optation: Co-optation refers to the activity of shifting the responsibility of implementing gender-related policies from the group with competence and interest to the group lacking competence and interest. For example, in order to find out whether the policy has been implemented in a proper way and the benefit has reached the rural women, a gender committee might be set up to make a study of it. However, the personnel who are already involved in implementing the policy, may not like this and might say that they already have a mechanism to make an analysis of policy implementation. With this, it becomes the responsibility of the concerned department to make an analysis of women beneficiaries and thus no administrative or financial resources are given to the gender committee for evaluating the implementation.

Lack of Political, Administrative and Financial Resources: Non-availability of political, administrative and financial resources acts as a major factor in implementing gender-focused policies. For example, the issues of gender equality and rights of women have been enshrined in the Constitution of India. The efforts needed in promoting the status of women, were also highlighted by the Committee on the Status of Women in India in the 1970s. The Sixth Five Year Plan Document for the first time had a separate chapter on Women and Development. Though such measures were taken by the government, it was rendered ineffective, as there was no formal directive made or resources allocated for implementing the steps suggested by various policy documents. Thus, lack of directives and resources undermine the legitimacy of policy and hinder its implementation.

14.7 CONDITIONS FOR SUCCESSFUL IMPLEMENTATION OF POLICIES

Successful implementation involves many operations and procedures as well as time and resources. However, successful implementation of policies should not be equated with impact measures as implementation is not the same thing as impact.

In the first place, administrative capability acts as a key factor in determining the achievement of policy goals. That is, the implementing institutional capability acts as a measure in converting or processing inputs of the programme into certain outputs in the form of policy delivery. In this implementation process, critical inputs include: (a) *Resources*, which include personnel, financial and material resources; (b) *Structure*, which refers to certain stable organizational roles and relationships that are policy-relevant; (c) *Technology*, that refers broadly to knowledge, techniques and practices essential to the operation of organizations; and (d) *Support*, which refers to political, legal and managerial support which tend to promote the attainment of certain organizational roles.

Mazmanian and Sabatier have formulated a set of conditions for effective implementation. Some of them are as follows:

- The enabling legislation should provide clear and consistent policy objectives and should at least provide substantive criteria for resolving policy goals.
- The enabling legislation should also give implementing officials sufficient jurisdiction over target groups and other points of leverage to attain, at least potentially, the desired goals.
- The leaders of the implementing agencies must possess substantial managerial and political skill and must be committed to statutory goals.
- Throughout the implementation process, the programme or the policy needs to be supported by various groups and a few key legislators, with the court being neutral or supportive.
- The priority of the policy objectives should not be undermined over time by the emergence of conflicting public policies or by changes in socio-economic conditions.

14.8 POLICY MONITORING: APPROACHES, TECHNIQUES AND CONSTRAINTS

The women's movement in the country has been instrumental in bringing about improvements in the rights of women and in enforcing rights already granted to them. Such efforts of the women's movement helped in highlighting the serious lacunae in many legal provisions and policies. The actual status of women in several

sectors was monitored through research and data. Such monitoring of the data by the women's movement helped in highlighting the status and requirements of women in terms of employment, income, health, education, legal help, etc. Such monitoring helped in identifying the gaps. Thus, monitoring is an activity that occurs in the process of policy implementation.

It is in the process of monitoring that the implementer actually gets to begin seeing the results of the policy being implemented. An effective system of monitoring and control of public policies helps in cost reduction, time saving and effective resource mobilization. Till recent years, the mechanisms used to monitor and evaluate development programmes and policies were largely gender-blind. However, only now has it been understood that monitoring and evaluation mechanisms need to be sensitive to gender in order to achieve holistic development.

Policy monitoring has come to mean the process of observing policy implementation progress and resource utilization and anticipating deviations from expected policy outcomes. Thus, monitoring can be defined as the process of inducing action for adherence to schedule. In order to be gender-specific, the monitoring mechanism and its indicators should be designed so as to:

- Identify differences between women and men in perceptions, attitudes, access to and control over resources, economic opportunities, as well as in power and political influence; and
- Assess the impact of projects, programmes and policies on the perceived meaning of being a man or a woman, on gender relations in the household, in the community, economy and society.

14.8.1 Steps in Monitoring

Monitoring of policy means ensuring that policy programmes are completed on schedule and within the budget. In policy monitoring the following six steps are identified:

i) **Planning**

Planning is intended to establish expectations against which the implementer or policy maker monitors the policy delivery process.

ii) **Allocation**

Allocation means the application of resources to the policy delivery process.

iii) **Implementation**

Implementation refers to doing the technical work planned in policy delivery.

iv) **Measurement**

Measurement means observing performance indicators on all parameters (technical, time and cost) with a view to detecting deviation from policy delivery (planned performance).

v) **Evaluation**

Evaluation is concerned with analysis of the cause of deviation from policy delivery.

vi) **Adjustment**

Adjustment means taking corrective action to resolve any deviation which may result from policy delivery.

14.8.2 Approaches to Policy Monitoring

Various policy monitoring models and approaches have been advanced for the purpose of securing effective monitoring of policy implementation. These models

may perform differently according to the evaluation criteria employed. A few approaches in relation to monitoring of public policies are discussed here.

i) Managerial Approaches

Managerial approaches to monitoring have come to form the dominant operational paradigm in the implementation of public policies. Some of the managerial approaches include, CPM and PERT and Planning – Programming – Budgeting System (PPBS). Both Critical Path Method (CPM) and Programme Evaluation and Review Technique (PERT) approaches employ the idea of managing large-scale policy programmes. CPM and PERT help in planning a particular programme, allocating people and other resources and monitoring their progress. The aim of PERT and CPM is to control the execution of a policy/programme by controlling the network of activities and events which compose the stages of policy implementation.

CPM is a technique which aims to identify those activities which are critical to the successful implementation of policies and programmes on time. A network is drawn to show the starting period of the policy/programme and the estimated time period involved in moving from one critical activity to another. PERT is a technique which predicts that the duration of critical activities are uncertain. It involves a graphic estimation of the time and resources necessary for policy execution. PERT analysis is often used in the implementation of large-scale policy/programmes where there is a high level of uncertainty surrounding the completion of a policy/programme. The other approach, Planning-Programming-Budgeting System (PPBS), aims at focusing on the objectives to be achieved and monitoring through an ongoing review of results. It seeks to set clear goals, outputs and values in the budgetary process and to create a system of analysis and review in which the costs and benefits of a policy programme could be calculated over years.

ii) Systems Approach

A systems approach is a wide ranging method for addressing issues that involve multiple and interacting relationships. As seen earlier, the main objective of monitoring is to ensure that resource inputs are used in such ways as to generate the highest quality of policy outputs. Effective monitoring, therefore, requires proper structuring which is also stressed by the systems approach. Structuring looks at implementation gaps as something that should be analyzed in the context of a 'system', which as a whole is involved in the delivery of policy/programmes and services. The systems analyst is concerned with knowing how the total sequence of programme activities and inputs and outputs contributes to the success or failure of policy delivery. The systems approach thus lays stress on attaining good levels of cooperation and coordination within the policy/programme by focusing on the importance of teamwork for effective monitoring.

iii) Formative Approach

From our discussions so far, it can be understood that monitoring involves analysis of the "extent to which a policy or programme is being implemented and the conditions that promote successful implementation". The implementation stage, therefore, requires formative evaluation which monitors the way in which a programme is being administered or managed, so as to provide feedback which may help to improve the implementation process. Such a formative approach takes the form of various kinds of Management Information Systems (MIS) to provide a centralized information system. MIS helps an ongoing accumulation and organization of information which can feed into the managerial decision making process. A core technique of the MIS approach to evaluation and monitoring is that of using performance measurement as a primary source of information about the effectiveness and efficiency of policy delivery.

iv) **Performance Measurement Approach**

In the Performance Measurement Approach, Performance Indicators (PI) are developed and used. That is, performance indicators are set and observed on all parameters with a view to detecting the earliest available signs of any deviations from desired results or performance. PIs play a wide range of roles in making for better implementation. PIs help in increasing accountability and provide a basis for policy planning and control. It also provides important information on monitoring organizational activities. PIs also provide the basis for a staff appraisal system.

14.8.3 **Techniques of Policy Monitoring**

Primarily, there are three areas in which policy monitoring has to play its role viz. technical performance, time performance and cost performance. Monitoring of these areas involves many techniques which are applied in the policy delivery process.

14.8.3.1 **Techniques for Monitoring – Technical Performance**

Some of the following methods are helpful for monitoring technical performance:

i) **Activity Team as a Monitor**

Usually the Technical Directors in charge of policy monitoring are assigned the task to monitor the policies, but they may generally not be in a position to have a direct effect on policy performance. The techniques of monitoring and the responsibility for reporting the results of policy delivery performance should be given to the people (field staff) who are directly involved in bringing about the results of policy implementation.

ii) **Activity Bar Chart**

The Activity Bar Chart is a basic instrument that helps in monitoring technical performance of a policy. The chart can provide information relating to: (a) the list of objectives to be achieved, (b) the calendar for the policy delivery, (c) the list of programmes/activities to be performed with starting and ending dates, (d) the list of personnel with allocated functions and responsibilities.

iii) **Proportion-Completed Measure**

Another strategy for monitoring technical performance is to use a proportion-completed measure. The policy management can estimate the proportion of a programme which could be completed at any given time. That is, the activity team can measure the actual portion of a particular programme which is to be completed at any given time.

iv) **Peer Review**

Peer review is another technique of measuring technical performance of policy delivery. Peers are colleagues of the programme implementing staff and they evaluate the quality of work done by estimating the degree of technical completion. The technical peers review the purpose and relevance of the policy programme – all work done to date, technical problems faced and the path to policy programme completion.

v) **Third Party Technical Review**

This technique is similar to peer review, but the people involved in monitoring under this technique are largely unknown by those most intimately involved in the programme. In large and complex policy programmes related to health, education of women, etc. a third party review helps ensure adequate policy control. The main advantage of this technique is the objectivity and expertise which a third party can bring to the programme.

14.8.3.2 Techniques for Monitoring – Time Performance

Policy activities need to be carried out on schedule to get the satisfactory results. The purpose of monitoring time is to ensure timely delivery of policies. For monitoring time performance, two techniques are found to be useful which are as follows.

i) Resource Bar Chart

A resource bar chart is a tool for planning time performance. It is a useful monitoring device which helps one find out what the impact of schedule delays will be on all aspects of the programme. Any kind of resources can be arrayed against time in the chart and then, one can find for example, whether there has been some delay in mobilizing consultants for policy manpower and management.

ii) Schedule of Expenditure

Another technique of monitoring time performance is by scheduling the expenditures of a particular policy or programme. For instance, once the individual activities are budgeted, the budgets can be aggregated by output. The graph or chart can be developed for the purpose of knowing the rate of expenditure across all objectives. It can show the amount of expenditure spent on a particular policy or programme.

14.8.3.3 Techniques for Monitoring – Cost Performance

Monitoring cost performance is of critical importance to policy delivery. It helps the policy implementing agency to take steps for the timely completion of a policy programme. Thus, there is an implicit need for monitoring cost performance which includes the following techniques.

i) Budget as a Technique for Policy Monitoring

The Budget generally reflects the policies the government pursues. It supplies the yardsticks against which the actual policy results can be judged. The budget of a policy delivery can serve as a tool for monitoring if it is compared to the actual costs incurred. Cost category budgets at the activity level help in detecting financial deviations, if any, earlier in the process.

ii) Cash Flow Projection

Cash flow can be used for monitoring finances of policy delivery. It may be done on the basis of a single activity, an output or the programme as a whole. The Cash Flow Projection combines the parameters of cash (budget) and time and is useful in situations when the authorities wish to monitor expenditures in comparison to income from donors (For example, World Bank funding for promoting the education of girl child). The cash flow projection, in a way, permits the monitoring staff to not only assess the costs and incomes, but also to anticipate cash shortages, that is, a period when cash is scarce even though the finances for the entire implementation programme is well in hand.

Now, that you are aware of the various approaches and techniques involved in monitoring of policies, let us now go on to discuss the monitoring of gender-sensitive policies. There are various actors and agencies involved in monitoring the implementation of the formulated policies/programmes, outcomes and impacts of interventions, which helps in addressing gender inequality. The key agent involved in monitoring of gender-sensitive policies and programmes is the Ministry of Women and Child Development, which is responsible for coordinating various women-specific programmes within the overall government monitoring systems and frameworks. The Ministry acts as a catalyst to other sectors on gender-responsive monitoring. Process and output indicators are periodically designed

and reviewed within the Action Plan by the Ministry and its various other agencies to monitor the implementation of various programmes and policies. For example, gender-specific policies and programmes are monitored by the ministry with the help of the following indicators which can be considered just indicative. The indicators usually differ based on the objective of the policy.

- Briefly indicating activities undertaken under the programmes for women;
- Indicating expected output indicators like number of women beneficiaries, increase in employment of women, post-project increase in resources/income/skills etc.
- Quantifying allocation of resources in the annual budget and physical targets thereof;
- Assessing adequacy of resource allocation in terms of population of targeted beneficiaries that need the concerned schematic intervention, the trend of past expenditure etc.;
- Reviewing actual performance – physical and financial vis-a-vis the annual targets and identifying constraints in achieving targets (like need for strengthening delivery infrastructure, capacity building etc.);
- Carrying out a reality check – Evaluation of programme intervention, incidence of benefit, identifying impact indicators like comparative status of women before and after the programme etc.;
- Compiling a trend analysis of expenditure and output indicators and impact indicators;
- Reviewing adequacy of resources available – financial and physical like trained human power etc.; and
- Planning for modification in policies and/or programmes/schemes based on results of review.

Such measures are being used for the purpose of monitoring, evaluation and review of gender-sensitive policies that have been formulated for the benefit of women.

In case of other policies in general, the gender perspective is often missed out and the needs of women are frequently ignored. In order to prevent this from happening, even the common policies should be monitored and evaluated in the context of gender. For example, there is a National Policy on Disaster Management, which is not gender-specific in particular. While implementing such a policy, the government might have come up with various programmes and projects like education of vulnerable groups, housing schemes, livelihood enhancement, skill development and training etc. While implementing such programmes, the gender impact of such policies and programmes can be analyzed by considering the following points:

- Preparing a list of all the programmes implemented in this regard, with a brief description of the activities carried out;
- Identifying the target group of beneficiaries/users;
- Establishing whether users/beneficiaries of such policies are being categorized by sex (male/female);
- Identifying possibility of undertaking special measures to facilitate access of services for women either through affirmative action like quotas, priority lists etc. or through expansion of services that are women-specific;
- Analyzing the employment pattern in rendering these services/programmes from a gender perspective and examining avenues to enhance women's recruitment;

- Focusing on special initiatives to promote participation of women either in the employment work force or as users; and
- Indicating the extent to which women are engaged in decision-making processes at various levels within the sector and in the organizations and initiating action to correct gender biases and imbalances.

14.8.3.4 Constraints in Policy Monitoring

Policy programmes or activities have to be properly monitored in order to produce the greatest efficiency in resource utilization. But, quite often, monitoring is constrained by many factors and forces operating at the internal and external levels.

One of the serious problems in monitoring relates to poor design of the implementing system for processes which provide a good amount of detail for monitoring. The Eleventh Plan (2007-12) of the Government of India observes that, “in almost all cases, the process and outcome indicators of the programmes are not appropriately identified for collection of relevant information, which makes it difficult to attempt the meaningful analysis of the monitored data.”

One of the major challenges in policy monitoring is to identify gender-sensitive indicators, which measures complex phenomena like gender mainstreaming, gender equality, women’s empowerment, etc.

Time is also a constraint for policy monitoring. Implementing staff may feel pressed to achieve quick results favouring shortcuts and avoiding management steps like monitoring and controlling.

A common constraint for the policy implementation agency is the shortage of corrective actions which could be applied when the programme is shown to be deviating in some respects from the projected performance. A pervasive obstacle to policy monitoring is ignorance on the part of the monitoring officials about their own role and methods. It is often observed that the monitoring staff and key personnel associated with implementing policies lack the requisite knowledge and skills to monitor and control policy implementation programmes.

14.9 MEASURES FOR EFFECTIVE MONITORING OF GENDER-SENSITIVE POLICIES

Ensuring proper implementation of policies requires proper monitoring. Investing in monitoring is a direct investment in policy management. There are some ways and means to enhance the capacity of policy monitoring. Adoption of these measures would help in monitoring policies in an effective manner.

i) Designing the Monitoring System

Monitoring emphasizes the completion of a policy/programme on time and within budget. Thus requires, first of all, a proper monitoring system. With a view to monitoring properly, it is equally important to define precisely which specific characteristics of technical, cost and time factors should be controlled. It is important to remain sensitive to deviations in all these three factors. The Activity Bar Chart, Resource Bar Chart, Cash Flow Projection tools can be properly designed and developed for monitoring policy/programmes.

ii) Strengthening Communication System

Routine communications during a policy performance are invaluable. Policy progressions, deviations from planned progress, corrections and plans to completion are key components of policy communications. Every person involved in the policy programme requires ongoing communication at various levels of detail. Higher

level management, such as planning agencies require summary reports on the policy status, while those involved at the level of operation of the policy require detailed information. The objective of communication is to keep these people informed, on track and involved in the policy.

iii) **Enhancing Administrative Capability for Monitoring**

Effective monitoring largely depends upon the ability, commitment and attitude of the monitoring staff. The process of monitoring requires skills in planning and accounting as well as general management. The monitoring staff need to be delegated the authority necessary to monitor and control. Key personnel should be held responsible for meaningful contributions and for presenting monitoring data.

iv) **Taking Corrective Actions**

Policy monitoring, through its reports and meetings, should help in taking or recommending corrective actions when there is any deviation from the planned results. There are generally three types of actions which can be initiated or taken:

- **Correction and Improvement**

When the policy/programme continues to signal merit, a corrective action usually entails a reallocation of resources.

- **Re-planning**

Re-planning of the policy/programme may be undertaken to reduce or increase the size of the policy/programme in terms of staff, budget or schedule. Re-planning means changing people's expectations of the policy results.

- **Cancellation**

Cancellation is the last resort of action. It means the cancellation of the whole policy/programme. Sometimes, this is advisable, particularly in situations where alternative choices are available.

Check Your Progress Exercise 3

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

1) Define Re-planning.

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14.10 SUMMING UP

The Unit starts with describing elements of policy implementation. Policy implementation is the most important phase in the process of policy management. Putting policy into action involves various elements. Elements, approaches and models of policy implementation include top-down and bottom-up approaches and models in policy implementation; inter-organizational interaction approaches; policy-action relationship models. Experts of policy in policy making processes have proposed different approaches and models in policy implementation. Various agencies involved in gender-specific policy implementation process include

administrative agencies; legislative bodies; judicial bodies; voluntary agencies and pressure groups. These agencies were also discussed in this Unit at length. In implementing gender sensitive policies, agencies will encounter various problems. These were also discussed in this Unit. For successful implementation of gender-sensitive policies, an effective monitoring mechanism should be there. These monitoring mechanisms were also stated in this Unit. Measures for effective monitoring of gender-sensitive policies would include: designing the monitoring system, strengthening the communication system.

14.11 GLOSSARY

Women's empowerment : Women's empowerment is the process of enhancing women's capacity to take charge of their own development, the process involves enabling women to make their choices, have a say in decisions that affect them, ability to initiate actions for development, change in attitudes and increased consciousness of equal access to and control of resources and services in order to take charge of their opportunities.

Gender-Sensitive Indicators : Gender-sensitive indicators serve the special function of tracking gender-related changes in society over time. Their usefulness lies in their ability to highlight changes in the status and roles of women and men, thus measuring whether there is progress towards gender equality.

14.12 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) The following are the important elements required for policy implementation.
Personnel and financial resources to implement the policy; Administrative capability to achieve the desired policy goals; and Political and judicial support (from the legislative, executive and judicial wings of the government) for the successful implementation of the policy.
- 2) Policy objectives of the policy decisions need to have concrete and more specific standards for assessing performance; Resources and incentives have to be made available; Characteristics of the implementing agencies, including issues like organizational control, agencies' formal and informal linkages with policy formulation or policy enforcing bodies is also critical for effective implementation; Economic, political and social environment, of the area, where the policy is implemented; Disposition of the implementers, with respect to their understanding of the policy and their acceptance, neutrality or rejection of policy.

Check Your Progress Exercise 2

- 1) The judicial bodies, including administrative tribunals also play a crucial role in their efforts to implement public policies. In India, most of the laws are enforced through judicial action. For example, the Domestic Violence Act, laws related to protection of women, equal rights of women in terms of

employment, wages, inheritance, etc. and many of the clauses stipulated in the Acts are the result of judicial interpretations. Because of this and the power of judicial review, the courts are both directly and indirectly involved in policy implementation. The implementation of policies in many fields has been influenced by judicial decisions. The judicial bodies can help, obstruct and nullify the implementation of particular policies through their interpretations of statutes and decisions. Thus, the judiciary can review administrative orders whenever they interfere with the rights of the citizens or violate any aspects of the Constitution while implementing public policies. Judicial bodies, therefore, have a creative as well as positive role in the implementation of social policies, especially relating to women and children's welfare.

- 2) The various aspects include allocation of tasks to personnel, financial resources and making decisions which arise in the course of implementing the policies. Some of the important aspects of policy implementation which policy implementers should take in to consideration are as follows:

Implementing with a Network

For the effective implementation of a given policy, it is important for the agencies involved in policy implementation to construct a policy implementing network which ensures that the implementing agency takes on policy tasks occur in proper sequence and on time. For scheduling policy implementation activities, the Network helps the implementers in depicting which activities are more important for economical and efficient management of the policy programme.

Check Your Progress Exercise 3

- 1) Re-planning of the policy programme may be undertaken to reduce or increase the size of the policy programme in terms of staff, budget or schedule. Re-planning means changing people's expectations of the policy results.

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14.14 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Discuss different approaches and models of policy implementation.
- 2) Which are the key agencies involved in implementing gender-sensitive policies? Explain their role.
- 3) Discuss the challenges involved in implementing gender-sensitive policies.
- 4) What are the conditions in which organizations can implement gender-sensitive policies successfully?
- 5) How can we measure effective monitoring of gender-sensitive policies?
- 6) Discuss approaches and techniques of policy monitoring.