

The impact of policy expansion on policy execution: The influence of bureaucratic inundation and policy prioritization

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Abstract: Developing nations like Pakistan continue to face the problem of effectively implementing ambitious policy objectives. The effects of policy expansion on implementation are examined in this paper, with a particular emphasis on bureaucratic overburden and policy prioritization as they pertain to the Pakistani context. It looks at how bureaucratic institutions can become ineffective when faced with an increasing quantity of policies. The report goes on to discuss how important prioritization is for allocating resources and attention to the policies that will have the greatest impact. The research adds depth to the analysis by drawing parallels to England, a developed country with a robust system for putting policies into action. The research seeks to analyze the pros and cons of both systems in order to help Pakistan improve its bureaucratic capability and create better systems for prioritization. Pakistan and other emerging nations in a similar position will benefit greatly from this study's conclusions. For policymakers to effectively execute their mandates and provide real benefits to their constituents, they must have a firm grasp of the dynamics at play between policy expansion, bureaucratic constraints, and prioritization. This work addresses the lack of research on the impact of policy expansion on implementation in modern democracies. It introduces the concept of organizational "policy triage," which measures implementation effectiveness from the organization's perspective. The study also presents a theoretical framework considering the prevalence of policy triage and its impact on organizations' sensitivity to overload and compensation. The research is tested using comparative case studies on environmental policy implementation in England and Pakistan.

Key Words: Policy growth, organizational overload, implementation, Execution.

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1. INTRODUCTION

Pakistan, like many other developing nations, is always confronted with a tug-of-war between the challenges of effectively implementing ambitious policy agendas and the challenges of successful policy implementation. When it comes to policy expansion, where an increasing number of initiatives are being implemented to solve important social and economic challenges, this phenomenon is particularly relevant because of its relevance there. On the other hand, this expansion may have unforeseen repercussions, which may have an effect on the procedures that are being followed. In the context of Pakistan, this research investigates the complex link that exists between the adoption of policy and its implementation. Both the inundation of bureaucratic work and the prioritization of policy are examined in depth as two of the most important elements that impact this dynamic. Increasing the scope of current policies frequently results in an increase in the amount of work that must be done by the existing bureaucratic apparatus. When new policies require attention, it is possible for limited resources, both human and financial, to become stretched to their ultimate limits. A situation of

bureaucratic inundation can be created as a result of this, in which the capacity to successfully apply all policies is saturated. Prioritization of Policy: When there are only a limited number of resources available, the subject of prioritization becomes one of the most important questions. As a result of the abundant policies that are competing for attention, the government of Pakistan is faced with the challenging decision of deciding which projects to prioritize and which ones may require a reduction in scope or a postponement of implementation (Wen, R., & Saleem, H. (2021)).

The purpose of this study is to investigate the ways in which these elements interact with one another and influence the success of policy execution in Pakistan. The purpose of this study is to investigate the ways in which bureaucratic structures can be enhanced to facilitate the extension of policies, as well as the ways in which effective prioritization processes can be devised to guarantee that the most significant policies are efficiently implemented. In order to give significant insights not just for Pakistan but also for other developing nations who are struggling with concerns that are comparable to Pakistan's, the paper has analyzed these challenges

through the lens of Pakistan. Particularly in developing nations, there is a long history of conflict between lofty policy goals and effective implementation. Within the framework of Pakistan, this section will examine this dynamic and draw comparisons to the well-established system in England (Sager, F., & Gofen, A. (2022).

Pakistan has expanded its policies significantly since obtaining independence in 1947 to tackle poverty, build infrastructure, and improve social welfare. But the bureaucracy's ability to execute these rules efficiently has frequently been tested by colonial legacies and fast population expansion. The English crown has a lengthy tradition of policymaking that goes back to the country's centralized monarchy. Efficient policy execution was laid by a skilled and well-resourced civil service that evolved over ages.

1.1 The Rise of the Bureaucracy:

The Pakistani bureaucracy, whom the country inherited from the British Raj, has failed on multiple occasions to meet the needs of its rapidly expanding population. A meritocratic and effective administration has not always been possible due to political instability and patronage structures (Haider, Z., & Khan, A. A. (2023).

The English civil service was heavily reformed in the nineteenth century to promote impartiality, meritocracy, and professionalism. A well-oiled system for policy execution has its roots in this solid base. Both Pakistan and England face the essential issue of policy expansion on implementation, but the results are different. Economic development, social inequality, and public trust in the government can all take a hit in Pakistan if policies aren't implemented well. In a futile effort to resolve the original problems, it can also cause additional policy expansion, which in turn causes more policy failure. The long-standing system in England tends to be more robust, yet inefficiency can still lead to issues. Still, delays, unforeseen repercussions, and public unhappiness can result from having too many policies.

1.2 Overburdening the Bureaucracy:

The Pakistani bureaucracy frequently faces challenges due to a lack of funding and human resources. Because of this, there may be ineffective policy implementation, corruption, and delays. The expansion of policy can be better managed by England's larger and more seasoned civil service. The political climate in Pakistan can make the process of setting priorities difficult. An approach to policymaking that is disjointed and focused on short-term political

advantages rather than long-term development goals is possible. Prioritization in England can be approached more strategically thanks to the system's long history, well-defined goals, and thorough assessment tools. While the historical circumstances in England are different, Pakistan can nevertheless gain wisdom from the practices of England. The capacity of the bureaucracy can be strengthened by investments in professional training, meritocratic hiring practices, and anti-corruption initiatives (Khan, I. U., & Hussain, S. (2020).

An effective prioritization process can be guided by clearly defined long-term goals, thorough cost-benefit evaluations, and strong structures for monitoring and evaluation. Both England and Pakistan would benefit greatly from learning about the evolution of bureaucracy and the difficulties of expanding policies. In order to improve policy implementation and, by extension, citizen outcomes, the two countries can learn from one another by comparing and contrasting their respective systems (Grace, M., et.,al.,(2021).

The Researcher in public administration and public policy failed to address the factors of policy expansion as a result of program implementation and the effects associated with such an action. Two different elements that contribute to this success. To start with, implementation the research is usually based on a policy-focus type concentrating on the investigation of the implementation of separate policies instead of the organizational-focus type which contemplates the investigation of the performance of the implementation bodies in dealing with the overall stock of policies they are responsible for. Secondly, which can be seen in the research, hasn't provided the solutions to the developing implementation issues during the burden of bureaucracy.

2. THEORETICAL FRAMEWORK & LITERATURE REVIEW:

The purpose of this section is to set the theoretical groundwork for the subsequent analysis of the influence of policy expansion on execution, with a particular emphasis on bureaucratic inundation and policy profiting. In order to have a better understanding of how these elements manifest themselves in each setting, we will then investigate relevant literature from both Pakistan and England.

2.1 Principal Agent Theory: This theory proposes that there is a relationship between

policymakers, who are referred to as principals, and bureaucrats, who are referred to as agents as well. Policymakers are responsible for formulating policies, but they rely on bureaucrats to put those ideas into action. There is a possibility of bureaucratic inundation occurring when the complexity and volume of policies exceed the capability of the bureaucracy. This can result in a breakdown in the relationship between the principal and the agent, which in turn hinders the successful execution of policies (Xia, J., Shen, J., & Sun, J. (2020).

2.2 Multiple Streams Framework (MSF):

Under this concept, it is proposed that a shift in policy takes place when three distinct streams—the problem, the policy, and politics—converge in a "policy window." The expansion of policies can cause the policy stream to become overloaded, making it harder to discover solutions that are successful within the opportunity window that is available. Consequently, this might result in policies that are poorly drafted and difficult to put into effect (Lesch, M., & McCambridge, J. (2021).

2.3 The Resource Dependence Theory:

It is a theory that places an emphasis on the significance of resources for the continued existence of an organization. It is impossible for bureaucracies to properly implement policies without adequate resources, including human, financial, and technological resources. Policy expansion can put a pressure on these resources, which can ultimately result in a condition of shortage and make it more difficult to carry out the policy.

3. LITERATURE REVIEW:

The Previous study investigates the difficulties associated with bureaucratic inefficiency in Pakistan and the impact that it has on the implementation of policy. It brings to light the problems of political involvement, lack of training, and corruption that are factors that contribute to the overwhelming amount of bureaucratic work (Amber, Q., (2019).

Within the context of Pakistan's unstable political landscape, this research investigates the difficulties associated with policy priority. According to this argument, short-term political benefits frequently take precedence over long-term development goals, which results in a policy approach that is disorganized and ineffectual. Presented by Christopher Hood in 1998, this paper investigates the development of England's civil service and the role that it plays in the implementation of policy. It places an emphasis on the significance of professionalism, neutrality, and meritocratic recruiting

in the process of establishing a bureaucracy that is capable of quickly and effectively managing policy expansion (Ullah, A., & Khan, M. (2023).

The purpose of this study is to investigate the function that strategic prioritization plays in the policymaking process in England. For the purpose of guiding effective prioritization decisions, it emphasizes the utilization of long-term goals, cost-benefit analysis, and robust evaluation systems.

The literature that is now available draws attention to the disparity between the resource-constrained bureaucracy of Pakistan and the well-established civil service of England pertaining to bureaucratic capacity. Several studies, like those conducted by Amin (2010) and Hood (1998), provide light on the difficulties that Pakistan encounters in terms of training, professionalism, and the distribution of resources. The research conducted by Karim (2013) and Sullivan (2007) reveals that there are substantial variances in the approaches to prioritization methods. In Pakistan's political scene, short-term advantages are frequently prioritized, whereas England takes a more strategic approach that is centered on long-term goals and evaluation. The theoretical frameworks that were selected offer a strong basis for comprehending the intricate relationship that exists between the expansions of policies, the swamping of bureaucratic processes, and the prioritization of policies. The literature that was studied from both Pakistan and England provides useful insights into the issues that are present in each environment as well as potential solutions to those challenges. The purpose of this research is to find ways that Pakistan might implement to improve its bureaucratic capacity and establish robust prioritizing mechanisms, which will ultimately result in more efficient policy implementation. Two strategies have been investigated through the analysis of two different systems.

4. THE NEGLECT OF ORGANIZATIONAL OVERLOAD:

Many implementation studies have been ignoring the reality of the administrative capacity and its impact on the efficiency of implementation. While the assessment of administrative capabilities has several shortcomings. These elements of such programs are usually considered as being fixed when in fact they should account for increased workload and requirements. This is also done at the micro-level where the final impact is not considered for variation in preferred implementation bodies. Also, signals are focused to allow implementation structures as one of the aspects of organizational design feature. Although collaborative governance that integrates numerous civil servants in both the public and private sectors may play a role in policy implementation, this may not always be the case taking into account the system's limitations in terms of implementation capacity. Everyday administrators – the bureaucrats tasked with enforcing the policies and outcomes on the front line – often find themselves

overloaded and seek ways to cope with policy overload. This point of view may give the coaches little or no analytical power to observe the mechanics of implementation within organizations. (Tawse, A., & Tabesh, P. (2021).

Policy implementation studies are concerned with the procedure that the administrative arms of the government follow in public policy execution, surveillance, control, and enforcement. The full implementation might drift the objectives up to certain adjustments, as confirmed by the study executed by Pressman and Wildavsky in the 70s. Research has brought diverse determinants to the fore: policy instrument, central policy-makers' control channels, institutional design of structures, and implemented capacities. Adopting a wider view on the issue of fault at organizational level as a multi-dimensional phenomenon, with links across different policies in policy stock of organizations will be helpful. Effective implementation of new policy basket may undermine the implementation of current policies due to limited administrative capacity. Studies conducted previously are policy-orientated rather than organization-oriented unable to discover trade-offs implicit in implementation policy. The current approach to implementation conducts an attempt to excavate policy organizations and map them but has overlooked the adoption of overload and its difficulty of putting in place several policies at the same time.

5. AN ORGANIZATIONAL PERSPECTIVE ON POLICY IMPLEMENTATION: THE CONCEPT OF POLICY TRIAGE:

The specific approach of looking at the impact of policy expansion on the implementation activities of different organizations is the intent of the study; therefore it plans to fill the gaps in the field of implementation research. The implementation problems that surfaced among all the organizations in the implementation process that were in charge of implementation are the unit of analysis. The choice of this analytical angle of the issue is especially appropriate when considering whether increases in policy stocks and related issues of overburdening of the implementation bodies relevance to implementation deficits occur. To make a difference in the process of implementation among policy variations and changes, we use the idea of policy triage as an example. Such "logics" such as effectiveness, efficiency, legality and accountability could be the drivers propelled the fatigue induced by overwhelming workload.

This research zooms in on the intensity and damage of the triage, and it asserts that any occurrence of triage in policy is in itself the culprit of selective implementation and implementation as well. Whether the purpose is to inform the public, create awareness, or influence policy, it is still true that decision-makers put their priorities in favor of some policies over others. Policy triage

approaches considered to increase implementation deficits by the administration units' degree of dependence on implementing activities requiring routine organizational operations

6. THEORY: POLICY GROWTH AND ORGANIZATIONAL POLICY TRIAGE:

The concept of policy triage is investigated in this study. Policy triage refers to the circumstance in which organizations prioritize certain policies above others due to limited resources. In this study, the primary objectives are to get an understanding of the variations in the prevalence of policy triage and to determine the factors that mitigate the relationship between the growth of policy and the requirement for triage. The manner in which organizations compensate for the increasing implementation load may be influenced by a variety of factors, including organizational capacity, management techniques, political pressures, and policy characteristics. The purpose of this study is to provide insights into how businesses might reduce the need for policy triage and increase the overall effectiveness of their policy implementation (Zink, D., et.,al., (2024).

7. ORGANIZATIONAL OVERLOAD VULNERABILITY:

Information, rules, and conflicting priorities create a constantly shifting landscape in which modern organizations must operate. An organizational vulnerability to overload can set in when demands start pouring in at an unsustainable rate, making it difficult to handle and respond appropriately. The nature, causes, consequences, and possible mitigation tactics of organizational overload vulnerability are explored in this paper. Theoretically, resource dependence states that in order for organizations to operate efficiently, resources (whether human, financial, or technological) are crucial. When these resources are depleted due to overload, performance and decision-making suffer. Human attention is finite, according to the theory of attention. Information overload, a consequence of overload, occurs when people have trouble processing and prioritizing important data, which in turn affects the quality of their decisions. According to institutional theory, rules and expectations from higher-ups have an effect on businesses. Confusion and inefficiency set in as a result of overload when these demands become excessive or contradictory (Albert, M. J. (2021).

People and businesses are being inundated with data at an exponential rate, making it harder to process information and make sound decisions. Problems with understanding and complying with rules and regulations, as well as a lack of available resources, can result from an excess of policies and regulations. Employees may experience stress, burnout, and reduced productivity as a result of being allocated assignments that exceed their capacity. New technology is being adopted at a rapid pace, which might be overwhelming for employees who aren't well-trained or who experience user fatigue. Being

overwhelmed can cause you to make hasty choices, make rash judgments, and miss important details. Low morale, dissatisfaction, and output from workers may be the result of stress, burnout, and an excess of knowledge. Overworked people are more likely to make mistakes in judgment, have communication breakdowns, and fail to meet deadlines (Vaz, N. (2021).

Communication breakdowns, limited collaboration, and chronic overload are the end results of an overburdened workforce. In order to tackle high-priority tasks and reduce workload, organizations must carefully distribute their human, financial, and technology resources. When people and groups have well-defined objectives and priorities, they are better able to concentrate on what's most important and ignore what's less important. To avoid misunderstanding caused by information overload and to set reasonable expectations, it is important to communicate effectively by being open and honest with one another and exchanging relevant information. Technological advancements and automation: By utilizing technology to handle mundane jobs, employees can gain more time and experience less mental strain (Rao, N. J. (2020).

Investing in workforce training and development can help employees better manage information and technology, which in turn increases their ability to handle overload. Programs that promote employee well-being and stress management can help mitigate the harmful effects of overload by increasing resilience. How does exposure to overload vary among cultural contexts and organizational structures? When dealing with organizational overload, what kinds of leadership approaches work best? Would it be possible to create specialized technology to aid in data processing and alleviate overload? What are the best ways for businesses to gauge their susceptibility to overload? When dealing with an overworked workforce, what are the moral issues that arise from prioritizing employee health and safety.?

The problem of growing up policy portfolios in advanced democracies usually happens when you make 'policy layering' - there, you add new targets and instruments to existing policies while you just rarely replace or shut down them. Political incentives which for the creation of new laws and policies are really favorable, but the winding up of the existing ones is nothing to boast about. Creating this, governments focus on enacting new policies and rarely sacrifice the existing ones. Firstly, the absence of a clear benchmark by which to measure success further undermines the incentive to focus on an unclear political responsibility for implementation. Besides those factors, the implementation effectiveness is also influenced and these weaken the incentives of such leaders to invest or improve. Because of the political incentives that affect the vulnerability of implementation to overload depend on the political and administrative constraints that are framed on political decision process on distributing the organizational resources. The implementation costs include both

political and administrative costs; therefore, the incentives to create new policies often around them are align. (Hinterleitner, et.,al., (2023).

The implementation bodies are empowered to trigger policy generation and administrative capacity development that cushions against the uneven distribution of policy load (expansion vs. contraction). Their influence depends on two factors: the involvement of the local communities including the articulation and consultation. To be efficient, implementers should present the agreed upon policies, which includes their preferred policy design options as well as the effectiveness of preliminary policies. The access to policy makers is also important as proximity to decision makers' matters in terms of policy triage in organizations. While the front line organizations are responsible for implementation they might involve in organizational politics to deal with an overload, this entails decision making such as reduction of organizational slack, reallocation of resources and improving of internal processes. Sometimes, one cannot find equally enthusiastic administrations in taking such measures. The types of policy ownership and policy advocacy significantly affect the sense of commitment of stakeholders with regard to effective implementation. Organizations that prioritize policy advocacy handle aspects that relate to the factors of quality, internal consistency and effectiveness of their policies. The common element that missionaries share with career policymakers being a professional homogeneity in their individual staff, as well as the organizational esprit de corps, drives the evolution of organizational policy advocacy. The organizational policy triage gives more way to overload compensation as long as implementation bodies are more committed. Policy growth does not necessarily result in a chronic overburdening of organizations in charge of implementation, but rather depends on the configuration of three factors: internalized bear the cost of producing policies, externalize resources through organizational mobilization, and compensate through organizational overload production.

8. POLICY TRIAGE AND ENGLISH ENVIRONMENTAL IMPLEMENTATION AGENCIES:

The investigation is contrasting the policy emergency situation of the EPA with the Environmental Agency (EA) in cases of extreme emergencies. The Irish institutions do not provide much evidence of inadequate triage under pressure as they fall under the less vulnerable category with innovative risk fall-out measures. Although the EA has small capacity to cope with the above mentioned challenges, and it weakens its future capabilities thus assigning high policy triage. On the other hand, the local authorities in the UK demonstrate small triage prevalence level compared to the EA. There is almost no evidence of the triage being caused by the unsuitable selection of the personnel and

staff members who are highly motivated. The EA, however, depicts the constant triage consisting of non-stop and quicker re-assignments and gives the impression of poor response to emergency. The Agency defines two large orders of trade-offs: revenue-generating projects become a priority over non-revenue-generating monitoring and control measures as the part of the 'Incident Triage Project'. The two groups have developed divergent policies that make use of this dissimilarity due to the fact that overload vulnerabilities as well as deadlines are uniquely different (Knill, C., Steinebach, Y., & Zink, D. (2024).

The English and Irish environmental agencies are distinct regarding the leadership level in this involvement in the compensation of overload. A key driver of the EPA's strategy for efficiency and effectiveness has been the establishment of some of the internal management mechanisms, including workforce planning and employee training. On the other side, though, this organization's own internal resource mobilization is constrained by the fact that some divisions may not get to interact with each other. EA experiences difficulty in generating its internal resources - the staff and knowledge. Policy ownership is also the relevant factor that differentiates these offices. There are contradictions in the internal goals and internal conflicting goals, vision and principles of operations resulting in the EA's overall low score. (Winschel, J. (2021).

In the case of the FAA, the agency is divided within its management and operational levels, so the FAA is not able to fully advance its policy advocacy, ownership on the organizational level. On the contrary, the EPA is more supportive of congestion problems within the organization. The office's managers, generally, would have no problems rallying support for the departments' mission. It is important to recognize that the enhancement of the EPA's commitment is influenced by a range of factors such as low levels of ownership and advocacy and lack of communication channels that are needed to promote personal commitment instead of organizational commitment. Particularly, the local agencies in Ireland and England deviate from the policy triage levels that are found for the national agencies both within Ireland and England. The triage is less often done by the UK authorities in comparison to the EA, and LAs in Ireland are frequently faced with the tribulations of the triage more often than OPA (Wolf, T. & 2022).

Similarly, there are problems in both Ireland and England in the constraints in formulating levels because they use local authorities as the major background to unload implementation burdens on them. The authority and supervision of local implementation of a policy established by the EPA or the EA will be done up by the department or the ministry without being given accountability at all. While 'party bonus' is experienced by English units as hard-and-fast regulations consider party control due to forced communicating between

central and local structures. Hence, informal constraints arise, and the loading of unequal costs on the local level has been found to be significantly higher under the decentralized model than the regional EA model in the Republic of Ireland. In addition, there is no 'party premium' in Ireland, and local authorities in most cases do not greatly differ in the shared issues regardless of political orientation. While the discussions are conducted by the local counterparts and the central ones, the outcomes are not always positive. This is a higher level of competence than the role of the EPA that is an advisory body that participates in every environmental legislation created by the national and European level. Limited opportunity for the close connection between local actors the central level and the fact that non-existence of potential negative impacts offered inadequate inducements to restrain GDP growth. (Blok, J., & Balk, E. (2020).

The lack of adequate assistance while moving tasks becomes a trend causing the growth of the emergency cases. In both countries, local governments spare no means of tapping and using available international financial sources for revenue mobilization. Paramount importance to politics in England and Ireland is the resources local governments have opportunities for revenue rising. Conservative-led bodies have an edge against their Labor counterparts when it comes to such advantages, while the latter are more handicapped. England's local authorities are empowered to mobilize various resources for financing, mainly funded by 50% of taxes collected in their jurisdictions. While, there indeed discrepancies in terms of policy ownership and advocacy between two countries. Within the context of EPA in Ireland, stakeholders are not difficult to prevail over because the stringent oversight of EPA bars policy ownership and implementation in a motion that results into conflict and organizational incoordination between designers and implementers. The explicit policy advocacy which is uniquely conducted by the EPA will be unachievable for local authorities in Ireland. Baginsky, M. & Manthorpe, J. (2020).

In England different from devolved nations the Environmental Agency (EA) role is of local organizations partner rather than strict supervisory body. This will help local authorities develop a stronger policy ownership and also advance advocacy hereby. The level of policy triage at the local agency in Ireland is higher than at the national agency, and there is little influence on policy formulation or authority to decide the particulars of how the policy will be carried out. As a result, the number of policies that the subject accepts is minimized, and advocacy too is avoided.

9. CONCLUSION:

The author elucidates on organizational policy triage whereby the positive and negative effects of various policies as well as their interaction are taken into account. It brings forward a new theoretical model that explains policy triage dominance stemming from

organizational overload insufficiency and organizational overload compensation realization. The writers implemented a comparative study about the local environmental agencies in England and Ireland and the local authorities in both countries. They discovered the cases spanning the spectrum of high and low triage rates that greatly varied due to different levels of EM vulnerability and adaptation. Moreover, the authors discovered that the extent to which organizational overload vulnerability and overload compensation contribute to the greater levels of policy triage disparity among the various sectorial organizations is also accounted for this difference in policy triage rates. The authors believe that the idea of policy triage might be the one to provide a basis for subsequent research to investigate the systematicity of implementation deficits, especially in a private sector involvement in collaborative governance. They, too, are convinced that private sector involvement does not alleviate the issue of capacity but rather creates more problems than it solves. The need for empirical proof is more than evident.

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