Conclusion

Public policy decision is one of the most important functions of the Government. For a proper administration in the society, a perfect policy is absolutely essential. If the track of public policy is wrong, it leaves a far reaching consequence on the society at large. Public policy-making is a very complex and dynamic process. Policy making comprises various components. It involves various substructures and the degree of their involvement depends on the circumstances and societal values. Policy making is a continuous process and requires a continuous output of resources and motivation. Political executive, Legislature, bureaucracy, judiciary, international agencies, voluntary groups and pressure groups are the major organs that participate in public policy making and influence the policy process to a great extent. The Cabinet, functioning on the principle of collective responsibility, is the top policy making body in the Government, but only key proposals are taken to it for its decision, other matters beings disposed of by the minister at his own level. The Cabinet deliberates on major problems of policy and administration. At the center, the executive power is exercised by the Cabinet, headed by the Prime Minister, and the Cabinet is the source of political authority. The Prime Minister always enjoys a special position in the realm of policy making. Prime Minister play a very significant and important role in determining the general trend of policy and responsible for coordination of various Government departments. The Secretariat is the key organization in the Governmental hierarchy, engaged in supporting the minister in policy formulation. It translates these policies into issues or programs and ensures their efficient execution. Secretariat is staff agency which collects and stores the information of vital importance, which is necessary to examine the
Government future policies and present activities in the light of past precedents, and acts as *think tank*. The Planning Commission plays a facilitating role in policy matters between the State Government and union ministries. Its effort is focused on using limited resources optimally. The Planning Commission examines the current policies and programs, especially in the inter-temporal, inter-regional and internal sectoral context. Besides it has been playing a systems change role and provides consultancy within the Government for developing better policies.

Indian Parliament makes laws, policies and legitimizes the decisions of the Government. Legislature everywhere declining and Indian Parliament is no exception. In India Cabinet determines the major policies, and most of the issues are referred to its Committee for scrutiny of issues. Indian Parliament act as policy influencer and considered as constitutional procedural device for legitimizing Government decision. In a parliamentary type of executive, mass of legislation is made under the powers delegated to the ministers by parent statutes for reasons of pressures on parliamentary time, the technical quality of legislation, and the need for sufficient time to develop adequate administrative machinery. Capacity of Indian Parliament to influence the public policies is very limited, which is further restricted in the formulation of defense, foreign affairs and scientific policy and marginally influence the public policies in other areas of socio-economic and domestic areas.

The judiciary is not directly involve in policy making, but interpret the law whenever it comes before the judiciary. Judiciary checks the validity of laws that whether it confirms the constitutional provisions or not. Sometime judiciary issues directions to the executive to fill the gaps in legislation or to provide
matters that have not been provided by any legislation. The implementation of policies, in many fields has been influenced by judicial decisions. Judiciary can also obstruct and nullify the implementation of particular policies through their interpretations of statutes and decision. Judiciary also exercise checks on the functioning of implementing agencies.

Voluntary sector have a vital input in policy making process. They are important institutions of enhancing the effect of public opinion, since they can communicate more effectively with public officials on policy decision and implementation than individual decision. They provide the policy makers with much technical data for and against a specific issue, and information about the possible consequences of a policy proposal. The executive personnel also look to these associations for information and opinions on policy issues. In the recent years, the role of the voluntary sector has received wide recognition and impetus as the State no longer desires to provide the range of public services that was once expected of it. The voluntary organizations (non-governmental organization) have made enormous contributions to the implementation of public policies, notably, in the area of rural development, environment, health and education etc. They are considered as private agents of public policies, and serve as link between citizen and policy implementers.

Invariably the Government has to rely on the pressure groups for the implementation of its policies. Many Government policy programs would remain unimplemented without the cooperation of vested interests. Such interests can gain control in the formulation of policies as a price of its successful implementation. Hence every policy program has to be planned with
the consent of those groups that are tasked to implementation. The cooperation within the implementation process is thus seen as a way of handling and channeling conflicts of interest. The participation of the beneficiary in implementation of policy suggests that the policy issues are best settled by bargaining during the implementation process.

In developing democratic countries, policy agendas are driven by global forces. But the country’s economic and social conditions play a major role in policy agenda. But the power of decision or policy and the capacity to implement it remains largely within the nation States. There is therefore a tension between the spillovers which may be said sovereignty. Common issues and problems within a global context may be increasingly identified in international terms, but policy making and implementation still remain largely within the nation States. As the Globe shrinks into interdependence, policy making at the national level is affected by the global environment and also affects the global environmental regime. On the one hand, there is a global chance which impacts on every participant; on the other, there is the need to address the problems in a manner which goes the national policy making structures. Policy makers in one nation seek to emulate the success of policy makers of global regime.

Policy formulation is a function of political executive. But civil servants have also come to play role in it. They aid and advise the ministers in policy making. Political executives being amateurs cannot understand the technical complexities of policies and hence depend upon the expert advice of professional civil servants. Since British period, the bureaucracy plays a
significant role in administration. After independence the State has become a welfare State, bureaucracy had to be transformed as a tool of socio-economic change and undertake new responsibilities and tasks and emerged as a machinery of State. In developing countries, bureaucracies have emerged as a key element, in politico-administrative process. Bureaucracy helps the execution in identifying major policy areas, preparing policy proposal, analyzing various alternatives, determining program of action and suggesting modification in the existing policy on the basis of its experience on the implementation front.

For identifying policy issues and giving them a shape of policy proposals requires a systematic analysis of problem. Bureaucracy plays a very important role in policy making by collecting data, analyzing and processing the data in explicit term that can be used in policy formulation by political executive. Bureaucracy exercises a great deal of influence on policy because of their administrative knowledge and performance. It has long experience and expertise which is effectively used in policy drafts formulation and policy implementation. Bureaucracy is responsible to provide clear options for a policy. It renders sound advice to political masters without being influence by individual views. Bureaucracy influences the policy proposal throughout the process of making a detail scrutiny to the policy proposal to make it feasible. It helps the political executive in identifying policy issues by suggesting about the nature of problem and the need for taking up certain issues for consideration. These suggestions are based on the administrative expertise and capability of bureaucracy. Bureaucracy involves in analyzing the pros and cons of the issue taken for policy formulation. It frames and reframes policy proposals keeping in view its feasibility, future prospects, availability of resources etc. Bureaucracy is responsible to analyze
policy proposals in relation to the provisions of Constitution, the laws of the Parliament. It is the function of bureaucracy to work out regulations or regulatory codes, elaborating the policy of the Government.

Implementation of policy is the most important and fundamental function of bureaucracy. They execute laws and policies to attain the goals of welfare State that is social equity economic development and so on. As the store house of knowledge and experience, senior administrators are capable to give instruction and suggestion to the lower staff as to how to implement policies. They are able to argue about new methods of dealing with policy implementation problems. In any complex situation, policy making and policy execution are interconnected phenomena and influence each other. Often policies have to be modified and revised in the course of their execution after taking into account the experience gained. Besides, policies are often subject to various interpretations. In such cases, the administrator is responsible for the implementation of a policy can use their own discretion in its interpretation. Thus the modern State is heavily dependent upon bureaucracy both for policy formulation as well as policy execution.

Policy implementation is of keen importance to the success of a Government. Even if the political system is fair, even if the goals are noble and even if the organizational structure is very strong; no policy can succeed if the implementation part is not up to the mark. The implementation of Government policies and program is now playing a crucial role in development strategy. Poor coordination and missing links among the administrative institutions sometime stand in the way of implementing policy actions. For example, at the
administrative level, different department are concerned with implementation of policies relating to poverty alleviation, Ministry/Department of Social Justice and Empowerment, Ministry/Department of Rural Development, Ministry/Department of Tribal affairs. But the fact is that there is a lack of absolute cooperation and coordination among them.

In India pre-policy consultation process is weak, because either the outsiders consultation do not exist or declining in absence of good consultative structure, the outsiders involved in policy are usually permitted to make single issue inputs but are not required to sustain their interaction to confront the objections of other outsiders with opposite views. Inadequate involvement form the target group hinders the implementation of the policy successfully. Another problem is the excessive overlap between implementation, program formulation and policy making which creates a tendency to focus on operational convenience rather than on public needs. Secretaries are overloaded with day-to-day administration of existing policy, anticipating and answering parliamentary questions, attending meetings and functions on implementation issues etc. partly the problem is symptomatic of over-centralization – excessive concentration of implementation powers at the higher levels of the ministries. Partly, it is also due to such officers being more comfortable with implementation matters than with policy making. The result is that sub-optimal policies, where adequate attention has not been paid to citizen needs, tend to emerge. Often public policy is made without adequate input from outside Government and without adequate debate on the issues involved. The best expertise in many sectors lies outside the Government. Yet the policy processes and structures of Government have no
systematic means for obtaining outside inputs, for involving those affected by policies or for debating alternatives and their impacts on different groups.

Implementation of development programs and policies in India has exerted strains on the varying capacities of the Governmental and other institutional machinery. Conceivable there are innumerable factors which could affect policy implementation process. Important factors are: the organizational structuring for implementation, their location in the Governmental system, the nature and range of authority and the responsibility vested in them, the range of control accorded to implementers for planning coordination and managing critical program resources, in technical qualification of key implementers, and the nature of the program undertaken. This is an attempt to identify the problems and shortcomings in India’s policy implementation processes. The first of these is structural too much fragmentation, too much implementation work load on policy maker, poor structure and process for involving outside experts and stakeholders. The second kind of problem is associated with the competence of the people who man the structure inadequate professionalism of the policy making staff, and inadequate competence of the specialist as well as the field staff.

In a country like India, the two major areas which appear to call for urgent attention in the field of public policy-making are: (1) improvement in the acquisition and integration of knowledge and information; and (2) development of personnel involved in policy-making. In this context the purpose of knowledge is to improve the rational components of policy-making. To improve policy making, generation, identification and harmonization of valid knowledge
is essential. This also implies that the knowledge base should be widened or in other words, that relevant knowledge should be drawn from different disciplines and integrated.

Endeavours should be done for widening and enhancing the knowledge base used in policy making and promoting integration and synthesis. For being informed and competent on a subject requires certain skills like the ability to structure a problem, assess to the kinds of issues which are likely to arise, know where to look for appropriate information and expert opinion, speak and understand the language of the specialists so as to exchange opinion effectively with them, being able to interpret expert opinion and put that into practice also. The above recommended reform would improve the policy implementation competence of India’s civil servants by providing a well designed career path with strong incentives for a progressive acquisition of expertise and professional skills to a great extent.

It seems that the interplay of knowledge from diverse sources hardly exists in many policy making areas in the India Administrative system. There are not many research organisations which specialize in producing alternative policy projections and no mechanisms in the administrative system where knowledge from such expert institutions is regularly sought and coordinated as inputs to policy development.

It would be an appropriate step by universities and other professional institutions to organize special seminars and conferences where ministers, legislators, civil servants and scholars could come forward to discuss current policies and problems. These exercises of imparting knowledge to public policy
making should be made essential. It is very disappointing that, despite the increasing centres of Advanced Studies in various disciplines, there is hardly any institution devoted to public policy research apart from centre for policy research and the Institute of Defence and Strategic Analysis, New Delhi. Further, it would be no wrong to say that whatever knowledge is imparted in professional institutions is woefully inadequate. Public policy has yet to find its place in universities as a discipline. Besides strengthening existing institutions, additional centres to provide policy knowledge to the civil servants and conduct research may have to be established to meet growing needs.

There should be a system which can constantly evaluate and analyse the public policies that would require continuous feedback from the actors in the field to those at headquarters, and vice-versa. Moreover, it would be utmost importance to build an effective information system in each branch of government and public organization to provide the basic data and infrastructure for policy development and implementation. Unfortunately, it would be no wrong to say that, at this moment of time, there is little evidence to indicate that the administrative system is moving from its position of ad-hocism to maturity, stability and dynamism in the crucial areas of public policy process.