

# GOOD GOVERNANCE AND PUBLIC POLICY: A FUTURE PERSPECTIVE IN INDIAN CONTEXT

Amir Mahmood\*

[amir.mahmood88@gmail.com](mailto:amir.mahmood88@gmail.com)

## ABSTRACT

In the 21<sup>st</sup> century India in particular and other countries of the world as a whole centred in the overall development i.e. socio-economic development of their people specially at grass root level and downtrodden or needy section of the society . In this view the government tries to provide in all respect best facilities and accessibilities to the people. To provide these facilities government ensures bureaucrats through **good governance** to implement policies for social upliftment. In which all the ingredients of good governance i.e. rule of law, participation of people, efficiency, effectiveness transparency, equity, inclusiveness, accountability and responsiveness etc. plays a very important role in acquiescence of its objectives. Since government is one of the actor in governance who makes programme and policy for development. Whatever public policy is made by the government is primarily targeted on to eradicate socio-economic problems. Although policy aspects are important for development, and the ingredient of good governance focuses on effective management. Good governance is required to ensure that those policies have their desired effect. In fact it helps to ensure that government actually deliver to their citizen what they say they will.

This paper will try to focus on measures taken into account for public policy of the Indian government through various aspects of good governance and will also incorporate the future perspective of the public policy made for welfare of the people in India.

Secondary resources will be used for the method of data collection as government reports, Articles, Journals etc. This paper will be concluded on the correlation between good governance and public policy and their impact as well as implication.

Key words: Development, Economic development, Good governance, Public policy.

Biographical data:\*Pursuing PhD in public administration in the department of political science, Aligarh Muslim University Aligarh India. Specialization in the same. One article published in an edited book "Education system". Four international and national conferences attended and presented papers. Number of seminar, workshop attended.

## INTRODUCTION

In the recent time, the issue of good governance has emerged at the forefront of the global agenda for development. Quality of governance is being recognized as an important factor in the development process of the third world countries like India. Experience from many countries shows that good governance can help secure human well-being and sustained development, it is equally important to recognize that poor governance could well crumble the capabilities of the individual as well as institutional capabilities to meet the basic needs for a large section of the population. It has become common in recent years to hear policy maker and development experts that good

governance is missing link in the successful growth and economic reforms in developing countries. Governance failure is one of the most critical challenges in promoting economic growth and reducing poverty and other socio-economic inequalities. Poor and vulnerable people tend to suffer most in the third world countries because public institution- institute of basic governance function badly and poorly. The governance crisis is evident in widespread corruption, inefficient public services and host of other failures although good governance is perhaps the single most important factor in eradicating poverty and promoting development. Pierre and Peters propounded that governance is about government's changing role in society and its changing capacity to pursue collective interests under severe external and internal constraints. They identify four elements of governance: (1) the importance of networks (i.e., the use of networks to dominate public policy), (2) the change from control to influence (i.e., government's influence through a continual process of bargaining and persuasion), (3) the blending of public and private resources (i.e., the importance of network framework), and (4) the use of multiple instruments (in developing and implementing public policies). Whilst there is no single definite answer to promoting good governance, the recent debates on the issue has focussed on what makes institutions and rules more effective, including transparency, participation, responsiveness, accountability and the rule of law. It is of critical importance that we establish new bench marks of efficiency in the collective goals of the nation effectively. Good governance is a holistic concept that aims at economic, human and institutional development. It attempts at efficient and effective governance, which is accountable democratic and responsive to people's needs. The good governance means that administration is effective, credible, legitimate, citizen- friendly and people-sharing. It is free from administrative vices and dysfunctionalities. This term "good governance" reportedly used by the World Bank for third world countries, linked with the problem of sound development, in 1989 World Bank stressed on good governance (**Sub Sahara African**) as an aid-conditionality to the third world countries where the public image of bureaucracy is one of inaccessibility, indifference, procedure-orientation, poor quality, sluggishness, corruption-proneness and non accountability for result. In the UNDP's opinion, good governance must include nearly every possible individual, organization, and non-organized group in a country. ***It asserts that governance is the process of decision-making and the process by which decisions are implemented.*** The actors in governance may include government, land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions political parties, the military, media, lobbyists, international donors, crime syndicates, and multi-national corporations. It assures that corruption is minimized, the views of minorities are taken into account, and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society. It is difficult to imagine any government meeting all of these standards. The goal of good governance, particularly in the cotemporary world, has become the most valued. It has become a subject of national and international debate as well as necessary ingredient for successful co-opting the policies globalization. As societies move from simple to complex organization, governance too simultaneously become increasingly complex. The complexities of modern governance have arisen primarily as a result of the growing awakening and the rising aspiration of the people and this is particularly true with regard to the third world countries, including India. India like other developing countries too is besotted with problems of governance. India's crisis of good governance, which also remains a distant dream for many of the nations, can be traced at two principle levels- internal i.e. domestic and external i.e. international. Governance has evolved alongwith the evolution of the state as well as a desire to fulfil the needs of people. Today governance or

good governance has changed its approach, context and even content of functioning. Since governance is the process of decision making and the process by which decisions are implemented and government is an actor of governance in process. In process of governing there are some characteristics which makes the governance as good i.e. good governance as people's participation, rule of law, Transparency, Responsiveness, consensus-oriented, Equity and Inclusiveness, Effectiveness and Efficiency and lastly accountability.

**People's Participation:** In the governmental activities the participation of citizens makes it more democratic, this is cornerstone of the good governance. This shows freedom of association and expression in the one hand and organized civil society in the other hand.

**Rule of Law:** For good governance fair legal frameworks are required to enforce it impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and impartial and incorruptible police force.

**Transparency:** Decisions taken are, to be follows rules and regulations and also availability and accessibility of information should be freely and directly available to the citizen.

**Responsiveness:** Good governance requires that institutions and process try to serve all stakeholders within reasonable time frame.

**Consensus-oriented:** Good governance requires mediation of the different interest in the society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It requires long term perspective on what is needed for sustainable human development and how to achieve that goal for such development.

**Equity and Inclusiveness:** This basically means that equitable distribution of the production to the members of the society. This requires all groups, particularly the most vulnerable, have opportunities o improve or maintain their well-being.

**Effectiveness and Efficiency:** good governance means that process and institutions produce results that meet the needs of the society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

**Accountability:** This is the key requirement of the good governance, not only in governmental institutions but also the private sector and civil society organization must be accountable to the public and their stakeholders. In general, an organization or an institution is accountable to those who will be affected by its decision or its actions. Accountability cannot be enforced without transparency and rule of law.

## **INDIA AT GLOBE:**

India is not debarred from global debate or transition from socialist order to capitalist growth models. Fortunately, the Indian State does not have the monopoly in the

public sphere. The civil society is increasingly more concerned with public sphere issues and government intervention is considered necessary to provide welfare schemes to cover social safety needs, upgrade health-care to protect children, women, old age person and help provide opportunities for women and the minorities. India's political leadership, policy makers and business brains are actuated by a strong desire to make the country an economic super-power in the 21st Century. The high rate of economic growth coupled with comfortable foreign exchange reserves and rising sensex figures have imparted in them a growing confidence. The world is also looking at India with respect and considers India and China as ideal economic growth models. **India is aiming to have a high growth rate with focus on equity and running under the umbrella of mixed economic structure.** Although these two objectives are not always contradictory but the conflict arises when scarce resources are diverted to meet the demands of the growing middle class or business houses by ignoring the needs of the poor. The imperatives of democracy, however, are forcing Indian political leadership to look deeper into the causes of poverty, inequality and suffering of the common man. In this on-going debate, major shifts in national value system has somewhat gone overlooked and/or under-emphasised by academicians, media commentators and India-watchers. Today communal and sectarian approaches are more prominent in our polity and also in public policy at national and state levels. The mixed economy which in ideal terms would have meant an equal role for the private sector and the public sector tremendously yielded in favour of the latter. The belief in the state apparatus as a major instrument of social and economic placed it at what was picturesquely described as "commanding heights of the economy". Since 1991 India slowly moved towards the capitalist path. Referring the external environment certain International factors too have indirectly and most delicately influenced the administration and governance in India. In the aftermath of cold war, the global political scenario has changed vividly and this has had far reaching impact on nation-state. In 1991 India was faced with a severe problem of balance of payment crisis and the foreign exchange reserves of India hit an unprecedented low. As a result India approached to World Bank and the IMF to external aid to tie over the financial crisis. The **Brettonwood Institutions** while granting money to India with stringent condition, which included a gradual reduction in subsidies, liberalising trade policies, lowering of trade barriers and opening up markets for foreign investors and multi-national companies. After that India has changed its policy making process as liberal, global centric, open marketism, emphasis on public private partnership, nationalization of companies etc. brought a drastic change in its public policy formulation process. Recently the decision of Indian government on Foreign Direct Investment in retail sector where the number of foreign companies will pump there foreign exchange which is also symbolizes the approach of good governance at global level. These policy decisions of government make it more effective, efficient.

### **GOOD' GOVERNANCE AND PUBLIC POLICY IN INDIAN CONTEXT:**

The central challenge before good governance relates to social development. The first prime minister of India Jawaharlal Nehru in his famous 'tryst with destiny' speech on 14 August 1947 articulated this challenge as 'the ending of poverty and ignorance and disease and inequality of opportunities'. Good governance must aim at expansion in social opportunities, social security and removal of poverty. In short, good governance, as I

remark it, means securing justice, empowerment, employment opportunity, effectiveness, efficient and quick services delivery.

### **Securing Justice**

There are several inter-related aspects of securing justice including security of life and property, access to justice, and rule of law. The most important public good is the supply of security especially security of life and property. The responsibility of the Indian nation-state to protect the life and property of every citizen is being seriously threatened particularly in affected areas for instance terrorism in Jammu & Kashmir and naxalism in northeast states. The Indian nation-state is aware of complexities of the situation and the need is to show greater determination and relentless in support to its instruments of law and forces of democracy and social cohesion to defeat the elements of terror, insurgency and naxalite violence.

### **Access to Justice**

Access to justice is based upon the basic principle that people should be able to rely upon the correct application of law. Some citizens do not know their rights and cannot afford legal aid to advocate on their behalf. A related aspect is fairness of access as some people involved in the legal proceedings and large numbers of criminal prosecutions are not voluntary participants. The most severe challenge relates to complexity of adjudication as legal proceedings are lengthy and costly and the judiciary lacks personnel and logistics to deal with these matters. For example, around 3.2 crore cases were pending in high courts and subordinate courts across the country while 56,383 cases were pending in the Supreme Court. It also said 74% of the total 3.2 crore cases were less than five years old. Similarly, 20,334 out of the 56,383 pending cases in the apex court were less than one year old. Systematic solutions are, therefore, needed for strengthening access to justice. At the same time ad hoc measures are required to provide immediate assistance to the needy citizens.

### **Rule of Law:**

The concept of good governance is undoubtedly linked with the citizens' right of life, liberty and pursuit of happiness. This could be secured in a democracy only through the rule of law. The rule of law is expressed through the axiom that no one is above the law all are equal in the eye of law. Under the rule 'by' law, law is an instrument of the government and the government is above the law while under the rule 'of' law no one is above the law not even the government. It is under this framework that rule of law not only guarantees the liberty of the citizens but it also limits the arbitrariness of the government and thereby it makes government more articulate in decision-making. The rule of law as Dicey postulated is equality before law. This is secured through formal and procedural justice which makes independent judiciary a very vital instrument of governance. It is widely appreciated that human factors i.e. the quality of political leadership, the executive and judicial officials play important roles not only in upholding supremacy of rule of law and in efficient delivery of service but also in shaping traditions, customs and institutional cultures that are integral part of the liberal democratic machinery.

A necessary corollary of this phenomenon is called 'judicial activism'. A large number of Public Interest Litigations (PILs) are filed in High Courts and the Supreme Court

against the apathy of the executive. This has served us admirably but it has also highlighted the need for circumspection and self-restraint on the part of the judges in performance of this task. It's being increasingly felt that PIL is being misused by people agitating private grievances in the garb of public interest, in settling political scores and seeking publicity than espousing public causes and defending the deprived. Another matter of significance in the context of good governance relates to the fact that there are virtues of 'judicial creativity' but this phenomenon must not stifle 'executive creativity' particularly of officials working at grassroots level for they are in day-to-day contact with citizens and interact with them in myriad ways. For speedy solution of the cases established Lok Adalat, Naya Panchayat at village, Janta Darbar that makes judiciary more effective, speedy, trustee of the people as a part of the governmental organization.

### **Empowerment:**

An empowering approach to poverty reduction needs to be based on the conviction that poor people have to be both the object of development programmes and principal agency for development. Our experience shows that when poor people are associated with public programmes, they have consistently demonstrated their intelligence and competence in using public funds wisely and effectively. The involvement of poor women in micro-financing institutions of SEWA in Gujarat or in self-help groups in Andhra Pradesh and Tamil Nadu has clearly established that they not only understand financial systems but also repay their loans on time. In short, the poor women have demonstrated that they can outperform all other customers in profitability. **Constitution of India is committed to two different set of principles that have a decisive bearing on equality. First, is the principle of equal opportunities to all and the second, the principle of redress of educational and social backwardness.** The social and political climate has radically changed in the country from what it was in 1950 or 2000. However, notwithstanding, an increasing role of the market and the NGOs as institutions of modernization and progress in the country, the State continues to have a leading say in transformation of society to make it just and equal. The question is, not only of the extent to what reservation in Government employment can really change things for the better, but how it could, in order to benefit the socially, educationally and economically backward ones. Our preferential policies in government employment were initially confined to persons belonging to scheduled castes and scheduled tribes. After acceptance of **Mandal Commission Report** by the Government of India in the year 1990, this got extended to eligible candidates hailing from other notified backward classes as well. The advantages of **affirmative action** have been improvement in the distribution of opportunities among the dalits and backward classes. Ordinarily children of poor and lower status parents get lower level jobs and consequently lower salaries and income. The reservation of jobs at all levels has ensured that the children of dalits and backward class parents are selected for All-India services like the IAS and the IPS. The advantage, however, has not as yet percolated to the entire community of poorer and lower status parents. In providing these protectionist regulations in government employment no special care was taken for the poor students since the Constitution only recognized "educational and social backwardness" and not economic backwardness as a norm to be applied in formulation of preferential policies in government employment.

In the era of growing role of the private sector, the State is demanding the private sector to adopt affirmative action policies. The developments in this area would lead to greater empowerment of the people and would also have a positive bearing on social

responsibility sensitivities of the private sector. We have to keep it in view that exclusion will sooner or later destabilise the system. In India more than 200 million people below the poverty line. This poverty line indicates that the income of the people below poverty line is not high enough for adequate nutrition. There is high concentration of persons below poverty line in the large and poorer States of the North and the East. The need is to identify persons below poverty line correctly and computerise the list. It would be possible to then to give economic advantages to them. These economic criteria will naturally cut across religion and caste lines, among rich and poor States, and also between rural and urban areas. A significant threat in terms of empowerment could come if moves are made to take a religious or sectarian view of secular, political and economic action. We must take into account the presence of extremist elements among different religious groups, i.e. the Hindus, the Sikhs and the Muslims, who are occasionally nourished by the communal violence that they stir, in our task of maintenance of peace and order in the country.

### **Employment:**

Generation of gainful employment for the youth is the most challenging task facing India's Political Economy. India's working age population is over 50 per cent. This share will continue to rise and reach 60 per cent in 2050. A fast-growing working population will ensure more workers, more saving and hence more investment. This mechanistic view of growth assumes that demography is destiny and that economic policies and programmes play little or no role. But population growth by itself does not add to prosperity, unless young people are educated and new jobs are created. If we fail to generate employment and equip the youth with good quality education and skills, India's demographic dividend could become a demographic liability.

The history of economic development clearly demonstrates that development of non-farm sector is tied to modernization of agriculture and its improved productivity. The increasing application of modern technology also frees labour to move to urban areas for gainful employment in non-farm sector. In this background, employment growth accelerated in 2010-11 which is 8.5 per cent. But the average daily status unemployment rate increased further to 9.8 per cent in 2011 as more persons entered market-seeking employment. This trend continues. The need is to prepare the youth with such education (we have more than 300 million illiterate children adding to the enormity of the problem) that would help them acquire vocational skills and mastery over new technology, including internet. This would make the youth employable in the job-market and also help those who want to work on their own. At village level government introduces number of flagship programme for employment generation like Mahatma Gandhi National Rural Employment Scheme etc.

In addition, there is an imperative requirement to pay special attention to generation of employment opportunities in agriculture, expand area of coverage of rural employment guarantee schemes, and accelerate the pace of implementation of Bharat Nirman schemes and several other programmes and policies. Similarly, it would be essential to encourage private sector partnership and support movement of self-help groups and micro-financing institutions.

### **Administrative Responses:**

The Indian administrative scene is marked by few successful innovations and practices in public service delivery and a large number of pathetic performances. The

general weakness of accountability mechanisms is an obstruction to improving services across the board. Bureaucratic complexities and procedures make it difficult for a citizen as well as the civil society to navigate the system for timely and quality delivery of services. The lack of transparency and secrecy that have been associated with the administrative system from colonial times, besides generating corruption, has also led to injustice and favouritism. The frequent transfer of key civil servants has enormously contributed to failures in delivery of services. In some states, the average tenure of a District Magistrate is less than one year. Development projects have also suffered as a result of frequent changes in project directors. Another important factor in delivery of services relates to the role of political leadership. In a State where the Chief Minister has been reform oriented, it has invariably resulted in better delivery of services. Similarly, bipartisan consensus across party lines on delivery of services too has helped enormously. Stable governments with clear majority in the State assembly too have contributed to better service delivery. Public signalling of support by the state leadership always helps civil servants reach the poor people by ignoring political interferences that are aimed at securing individuals or group interests of comparatively better off people in the society.

It is common knowledge that people seeking access to healthcare or livelihood facilities are required to pay several visits to multiple government offices located in different parts of the district headquarters. In recent years, several States have harnessed information technology to make it easier for citizens to interact with the authorities. Karnataka, for example, has made available land records for some 20 million farmers by placing them online under its Bhoomi Initiative. The public distribution systems, admission to schools, health records of citizens are all amenable to information technology applications and that in turn will make delivery of services much better. The above approach as empowerment, access to justice, employment, service delivery of goods and administrative response are the cornerstone of government to govern the system and provide best to the people through the proper execution of the public policy.

Public policy aspect important for development, the World Bank's concept of good governance focuses essentially on the ingredients for effective management. The economic policy of the government is required to ensure that those policies have their desired effect. The public policy needs to be discerned primarily from two dominant angles that are *in put* side and *output* side; former gives choices to the people, while latter shows impact of it. As public policy is a course of action of an individual, a group, and a system, government, to realize a specific objective or purposes, within a given environment. Public policy is known to be built up of a complex set of secondary policies and decisions, resulting high level decision interacting with middle level operational decisions. Public policy is a *via media* between the government and citizens. It provides instances of citizens-government interface. Public interest is the core concern of public policy formulation. In India public policy formulation and implementation bureaucrats play pivotal role. They are expert in their filed, rational in approach. These bureaucrats are real hero in the success of public policy because they know the prose and corn of the policy while it is in the implementing process. To implement the policy there is a need of well organized governing body(bureaucrats, active people participation ) that can easily inject the policy in the society especially for in marginalised section if the society. That means governing body should be well organised, equipped, effective and efficient in their management.

But after the intervention of LPG in 1991 i.e. Liberalization, privatization and globalization, the public policy making procedure become more realistic, people oriented,

favourable in global concern which made it much more rational in its approach. In policy making process government keeps yardstick approach from local to global level. As a welfare state India having mixed economic structure i.e. Industria-agraria based, it adopts socialist pattern of distribution system, market open for all throughout the globe. A very recent instance of this that the intervention of foreign Direct Investment in retail sector, AT Kearney (a globally famous international management consultancy) recognized India as the second most alluring and thriving retail destination of the world, among other thirty growing and emerging markets. At present, other profitable retail destinations of the world are China and Dubai of Asia. Diverse foreign direct investment in Indian retail is greatly cherished by most of the major and leading retailers of USA and European countries, including Wal-Mart (USA), Tesco (UK), Metro (Germany), and Carrefour (France). Liberalization of trade policy and loosening of barriers and restrictions to the foreign investment in the retail sector of India, have collectively made the FDI in retail sector quite easy and smooth. Our services are easily and economically available for the following ways of FDI in Indian retail. The FDI in India's retail business can be made through any of the following routes:

- Joint Ventures
- Franchising
- Sourcing of Supplies from small-scale sector
- Cash and Carry Operations
- Non-Store Formats

The Retail Industry is the sector of economy which is consisted of individuals, stores, commercial complexes, agencies, companies, and organizations, etc., involved in the business of selling or merchandizing diverse finished products or goods to the end-user consumers directly and indirectly. Goods and products of the retail industry or sector are the finished final objects/products of all sectors of commerce and economy of a country.

The Retail sector of India is vast, and has huge potential for growth and development, as the majority of its constituents are un-organized. The retail sector of India handles about \$250 billion every year, and is expected by veteran economists to reach to \$660 billion by the year 2015. The business in the organized retail sector of India, is to grow most and faster at the rate of 15-20% every year, and can reach the level of \$100 billion by the year 2015. Here, it is noteworthy that the retail sector of India contributes about 15% to the national GDP, and employs a massive workforce of it, after the agriculture sector. India's growing economy with a rate of approximately 8% per year makes its retail sector highly fertile and profitable to the foreign investors of all sectors of commerce and economy, of all over the world. Global Jurix, a full-fledged legal organization prominent worldwide, provides all-encompassing services and advice for most lucrative and secured FDI in Indian retail sector.

In the education sector numbers of initiatives are being taken into accounts for the betterment of primary education, secondary as well as higher education. Free and Compulsory education for both boys and girls under right to education Act 2009 (Article 21A) up to six to fourteen years a constructive step by the government to make aware them about their rights and livelihood. Establishment of state wise central university, technical institute, vocational education for rural youth, women even for old age person by the Human Resource Development Ministry, collaboration with foreign country in higher

education for the upgradation of knowledge like Obama-Manmohan fellowship programme etc. The very recent step taken by the state governments in the field of education for convenient accessibility i.e. E-governance that each and every facilities available on the related site which is easy to access to get any information for example E-governance in Madhya Pradesh Public Service Commission. For rural education government introduced Sarv Shiksha Aviyan for rural education.

Same in the way of health care for all (Rural and Urban) many policies and programmes made by the government health camp in rural areas on regular basis, ASHA scheme for pregnant woman, free distribution of medicine, mobile health service in remote areas. In all these facilities government make aware the locale thorough the news channel, local radio channel, announcement by the municipalities and so on.

### **SUGGESTIONS:**

Public policy should be more familiar to the needy people.  
Regular evaluation of the policy at grass root level.  
Policy executive authority should be accountable in the implementation of policy as a subject of personal responsibility.  
Regular local awareness camp for policy and programme execution by the administrative authority.

### **CONCLUSION:**

Today we are living in a new Indian republic which was not always global friendly. But with the passage of time things has been changed and India became familiar at globe after the intervention of LPG in 1991;before this, public policy and the process of governance of the government neither more liberal nor more realistic in their approach. After the economic crisis of 1991 government open the market for globalization during the P.V. Narsimharao government with the advice of the then finance minister and father of modern economics Manmohan Singh. Then onwards intergovernmental policies become more realistic in approach, more welfare oriented to govern the government in a pacific and reliable mode.

But there is a problem in the implementation of policies that somewhere policy executive authority shows their incompetence, vested interested, corrupt minded which create a hurdle in the major success of policy. Policies are the raison d'etre of the good governance, if these are implemented in the letter and spirit in which these are formed. Their enforcement should not be taken as somebody else responsibility but team spirit and collective responsibility should be the hallmark. Policy formulation is our prerogation, and implementation is your responsibility is nothing but escapism will never be result in good governance.

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