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Public Administration

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Introduction to Public Administration

Unit 1-20

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Unit 1

Public Administration: Meaning, Nature, Scope and Significance. Evolution & Present Status of the discipline. Minnowbrook Perspective.

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1.1 Introduction

The practice of administration is as old as civilization. However, it began as a field of study in 1887 when Wilson's essay on the study of administration was published. Administration is a process that takes place in both public and private institutions. It takes place in a variety of institutional settings, including businesses, labour unions, philanthropic or religious organizations, and educational institutions. The field in which it operates influences its nature. Typically, administration is split into two categories: private and public administration. It's been an important part for government operations ever since the political system came into being. Private administration is the management of private commercial firms, whereas public administration is associated with the actions conducted by the government. The Latin term *administere*, which meaning to take care of or tend to people is the source of the English word *administrate*. "Group activity or Collective efforts which involve cooperation and coordination for the purpose of achieving desired goals or objectives" is one definition of administration.

L.D. White "The art of administration is the direction, co-ordination and control of many persons to achieve some purpose or objective"

Luther Gullick "Administration has to do with getting things done, with the accomplishment of defined objectives"

F.M. Marx "Administration is purposeful action aimed at achieving specific goals. It involves the organized management of affairs and the strategic use of resources to ensure desired outcomes are realized. By systematically planning and executing tasks, administration seeks to bring about intended results while anticipating and addressing potential challenges. In essence, it plays a vital role in shaping the direction and progress of a nation"

According to William Schulze "Administration is the driving force that defines the objectives an organization and its management must pursue, as well as the overarching policies guiding their operations. It establishes the framework within which the organization functions, ensuring alignment with its goals and principles. By setting clear directions and guidelines, administration provides the foundation for effective management and the achievement of desired outcomes". An organization is a structured integration of essential human resources, materials, tools, equipment, workspace, and related components, all systematically and effectively coordinated to achieve a specific objective. Management, on the other hand, is the

process of leading, guiding, and directing an organization toward the realization of its predetermined goals. In simpler terms, administration establishes the objectives, management works to achieve them, and the organization serves as the mechanism through which management fulfils the goals set by administration. However, some scholars hold differing perspectives regarding the roles and distinctions between administration and management. According to Peter Drucker “Management is primarily linked to business operations, where the focus is on achieving economic performance and measurable results. It involves planning, organizing, directing, and controlling resources to meet organizational goals efficiently. On the other hand, administration is more commonly associated with non-business activities, particularly those carried out by the government or public institutions. Administration emphasizes policy implementation, governance, and the systematic organization of resources to serve public interests and ensure the smooth functioning of societal systems. While management is driven by profit and efficiency, administration is guided by public welfare and the effective execution of policies”. An alternative perspective suggests that administration involves carrying out routine tasks within established frameworks, adhering to specific procedures, rules, and regulations. In contrast, management is linked to functions that are dynamic, creative, and innovative, including risk-taking. Some scholars in the field of Public Administration align with the view that administration serves as a decision-making or determinative function. Management, however, is seen as an executive function, primarily focused on implementing the broader policies and strategies set by the administration. The organization acts as the mechanism that facilitates coordination between administration and management, ensuring alignment and effective execution of goals.

The main goal of administration is to effectively arrange people and resources in order to accomplish goals. Administration is a collaborative group effort that is utilized in both public and private organizations, making it a truly universal concept. In other words, administration operates within various institutional settings, whether public or private, and its nature is shaped by the specific context and objectives it aims to achieve. Broadly, administration can be divided into two categories based on institutional settings: public administration and private administration. Public administration is concerned with achieving state objectives and operates within governmental frameworks. In contrast, private administration focuses on managing private corporate entities, distinguishing it from public administration in terms of scope and purpose.

Public administration operates within a political framework, making it inherently political in nature, whereas private administration is non-political and primarily focused on business objectives. A defining feature of public administration is the absence of a profit motive, distinguishing it from private administration, which aims to generate revenue and maximize efficiency. The core purpose of governmental organizations is to provide public services and enhance social welfare, prioritizing the needs and well-being of citizens over financial gain. This fundamental difference in goals and contexts shapes the principles and practices of public administration, setting it apart from its private counterpart. Unlike private entities, most governments often spend more than they earn, leading to deficit budgets where expenditures exceed revenues. In contrast, private administration typically operates with income surpassing expenses, as financial sustainability is essential for their survival. A government official is legally obligated to maintain consistency and fairness in public dealings, adhering to the principle of equal treatment for all. Discrimination is prohibited by law, ensuring impartiality in service delivery. Public accountability is a defining feature of public administration in democratic systems, where it is answerable to the public indirectly through political executives, legislatures, and the judiciary.

While efficiency is considered the foundation of any organization, public organizations often struggle to achieve the desired level of efficiency. This is due to factors such as diverse responsibilities, limited control mechanisms, reduced accountability, multiple hierarchical levels, and the job security of employees, which can hinder performance improvements. When compared to private administration, one finds that the degree of efficiency in public organisations is at a lower level. With profit as the major motive coupled with excessive control and flexibility in personnel administration the level of efficiency in private organisations is much higher. It is evident that effective execution, sound governance, law and order, financial management, welfare programs, law enforcement, and cooperation with other governments all depend on competent public administration. All of these have an impact on a nation's level of development and advancement.

1.2 Learning Objectives

After going through this lesson the students will be able to know

- Meaning, Nature, Scope and Significance of Public Administration
- Evolution and Present Status of Discipline

- Dimensions through Minnowbrook Conferences

1.3 Meaning, Nature, Scope and Significance

There are two primary roles in public administration. Providing services that people require is the first task. Key services provided by the government include health care, education, transportation, schools, and security. These services are handled and organized by public officials. Creating regulations for matters that impact people's life is the second task. To ensure that everyone gets a fair bargain, the government must establish regulations for stores, companies, and the economy. These policies are created and enforced by public administrators. At the local, state, and federal levels of government, public administration is practiced. Programs for items like cleanliness, water, and buses are implemented locally. They deal with the police, hospitals, and schools at the state level. Finally, they oversee matters like trade, international relations, and the armed forces at the national level. The main tasks performed by public administrators include creating policies, allocating resources, hiring staff, providing guidance, coordinating efforts, providing information, and making financial decisions. The work of public managers is challenging and vital. They must comply with political demands. They should also treat every citizen fairly and equally at the same time. They have to use the little money they have to appease various groups. Public managers who are successful in this role must possess virtues such as honesty, equity, motivating employees, and adaptability.

There are two views regarding the nature of Public Administration, that is

1. Integral view and 2. Managerial view

According to the integral perspective, 'administration' encompasses the totality of all activities manual, clerical, managerial, technical, and more that are undertaken to achieve an organization's objectives. This view considers every action performed by government officials, from the lowest-ranking attendant to the highest-ranking secretaries and even the Head of State, as part of public administration. In this context, the tasks of individuals such as errand boys, foremen, gatekeepers, sweepers, IT professionals, government secretaries, and managers all fall under the umbrella of administration. Essentially, this perspective includes the contributions of every individual, regardless of their position within the organizational hierarchy, as integral to the administrative process. Prominent proponents of

this view include Henry Fayol and L.D. White. According to L.D.White Public Administration “consists of all those operations having for their purpose the fulfilment or the enforcement of public policy”. This definition encompasses a wide range of specific activities across various fields, such as delivering a letter, selling public land, negotiating a treaty, awarding compensation to an injured worker, quarantining a sick child, cleaning litter from a park, producing plutonium, and regulating the use of atomic energy. In essence, it represents a comprehensive and expansive perspective of administration, highlighting its role in managing diverse tasks and operations across multiple domains. This broader view underscores the all-encompassing nature of administrative functions in both public and private sectors.

On the other hand, the managerial view adopts a narrower perspective of administration. According to this approach, administration is limited to the managerial activities of individuals involved in planning, organizing, commanding, coordinating, and controlling. It focuses exclusively on the work of those performing managerial functions, emphasizing the oversight and direction of tasks rather than their execution. This perspective excludes non-managerial activities, such as manual, clerical, and technical tasks, from the scope of public administration. Prominent supporters of this view include Luther Gulick, Herbert Simon, Smithburg, and Thompson, who advocate for a more focused interpretation of administration centred on managerial roles and responsibilities. Luther Gulick writes, “Administration has to do with getting things done, with the accomplishment of defined objectives”. Simon, Smithburg, and Thomson note that the term ‘administration’ is also used in a narrower sense to describe patterns of behaviour common to various types of cooperative groups. These behaviours are independent of the specific goals the groups aim to achieve or the particular methods they employ to reach those goals. The two perspectives integral and managerial differ significantly in their scope and focus. The integral view encompasses all activities within an organization, from manual to managerial, while the managerial view concentrates solely on the planning, organizing, commanding, coordinating, and controlling functions. This distinction highlights the broader, all-inclusive nature of the integral view compared to the more focused and specific approach of the managerial view. According to Professor M. P. Sharma the difference between the two views is indeed fundamental. The integral view encompasses the activities of all individuals involved in administration, regardless of their role or level within the organization. It includes a wide range of activities, from manual and non-technical tasks to technical and managerial functions. In contrast, the managerial view

narrows its focus to the activities of only a few individuals at the top who are engaged in planning, organizing, commanding, coordinating, and controlling. Additionally, the integral view acknowledges that administration varies across different spheres depending on the subject matter or context. For example, public administration differs from business administration due to their distinct goals and functions. However, the managerial view does not recognize such variations, as it emphasizes managerial techniques and principles that are considered universal and applicable across all fields of administration. This distinction highlights the broader, inclusive nature of the integral view compared to the more specialized and technique-oriented approach of the managerial view.

The Subject Matter View of Public Administration

This function encompasses line functions or services designed to benefit the public. Indeed, public administration encompasses not only procedural and organizational aspects but also substantive matters that directly impact society. It addresses critical areas such as defence, law and order, education, public health, agriculture, public works, social security, justice, welfare, and other essential services. These domains reflect the broader role of public administration in shaping and improving the quality of life for citizens. By managing these substantive areas, public administration plays a vital role in ensuring the effective functioning of government and the delivery of services that promote societal well-being and development. These services demand not only the application of POSDCORB techniques “(Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting)” but also specialized techniques unique to each field. These specialized methods go beyond the scope of POSDCORB and are essential for effectively addressing the specific needs and challenges of these diverse areas. For instance, consider Police Administration, which employs specialized techniques in crime detection, maintaining law and order, and other critical functions. These practical aspects are far more crucial to effective policing than the formal principles of organization, personnel management, coordination, or finance. This holds true for other public services as well. Therefore, the study of Public Administration must encompass both procedural techniques “(such as POSDCORB Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting)” and substantive concerns. Neglecting the importance of subject matter would undermine the field's effectiveness. To summarize the scope of public administration, we can refer to Lewis Meriam's insightful analogy: “Public administration is an instrument with two blades, like a pair of scissors. One blade represents knowledge of the techniques covered by POSDCORB, while the other blade

represents knowledge of the subject matter to which these techniques are applied. Both blades must be sharp and functional for the tool to be effective.” This highlights the necessity of balancing procedural expertise with substantive knowledge to achieve efficient and impactful public administration.

The scope of public administration is extensive, as it plays a central role in the governance of a nation. It encompasses a wide range of government activities aimed at implementing laws, policies, and regulations on various issues. To achieve these objectives, the government relies on numerous ministries and agencies, which are responsible for executing policies effectively. Public administration ensures that these government goals and initiatives are carried out efficiently and appropriately. Additionally, the government manages a vast network of institutions to deliver essential services to citizens, further highlighting the critical and far-reaching nature of public administration in societal functioning. Governmental establishments include courts, police stations, post offices, hospitals, and schools. These organizations depend on public administration to function effectively and offer customers high-quality services. Taxes are collected by the government from citizens. It also brings in money from other sources. The public administration makes sure that this money is appropriately collected and allocated. Effective money management is a component of public management. Numerous officers and employees are appointed by the government at various levels. Recruiting qualified candidates for government positions is facilitated by public administration. It teaches cops how to do their jobs properly. It trains officers to perform their duties well. It manages the promotion and other service conditions of government staff. The wellbeing of the people is the goal of government operations. It puts different welfare programs into action. Honest and effective implementation of these welfare programs is aided by public administration. It enables programs to reach worthy individuals. For different activities, the government enacts laws and regulations. Proper implementation of these laws is aided by public administration. It keeps an eye on if people abide by these laws. It penalizes people who violate the law. At the state, federal, and international levels, governments must collaborate and coordinate with one another. Public administration plays a vital role in facilitating effective cooperation and alignment of government operations with other entities. It also represents the government in various forums, ensuring its interests and policies are communicated and advocated effectively. Additionally, public administration strengthens the nation’s law and order framework. It oversees security agencies, such as the police, which are responsible for maintaining both

internal and external security. Through these functions, public administration ensures stability, safety, and effective governance at all levels.

Good public administration aids in the execution of government policies. Effective implementation facilitates benefits for citizens. Ineffective execution wastes resources and produces subpar outcomes. Thus, effective execution through public administration is crucial. It maintains law and order. A country cannot advance unless there is peace. Police are used by public administration to maintain internal security. It uses the military forces to maintain external security. Public management is crucial for maintaining law and order. The public administration appropriately collects taxes. It makes prudent use of public funds. Effective financial management is critical to progress. Money wasted prevents development. Therefore, prudent financial management by the government is crucial. Good officers and employees are recruited by public administration for government positions. They are well-trained to perform their tasks. Plans may only be carried out by qualified government personnel. It provides services to citizens via hospitals, schools, and other establishments. Effective management ensures that institutions deliver high-quality services, making it a critical component of governance. Public administration plays a key role in implementing charitable programs for the underprivileged, ensuring that benefits reach those who need them most. Proper execution of social programs is essential to achieve their intended impact. Additionally, public administration ensures that citizens adhere to the law, which is fundamental for a developed and organized society. Law enforcement must be carried out effectively to maintain order and progress. Furthermore, public administration facilitates cooperation between governments at various levels, fostering collaboration that is vital for the nation's growth across multiple sectors. This interconnected effort underscores the importance of public administration in driving societal development and stability.

The importance of public administration has significantly increased due to various global challenges, such as rapid population growth, modern warfare, a rise in natural and man-made disasters, declining social cohesion, and escalating violence caused by conflicts, communal riots, ethnic wars, terrorism, and more. As the most visible and operational arm of the government, public administration represents governance in action. It serves not only as a mechanism for governance but also as a vital instrument for maintaining and enhancing communal welfare. Public administration profoundly impacts people's daily lives, making it an indispensable process responsible for achieving predetermined, welfare-oriented, and

developmental objectives. Its role in addressing complex societal issues underscores its critical importance in modern governance.

- **Self-Check Exercise 1**

Q1. Explain scope and significance of public administration.

1.4 Evolution of the Discipline

The evolution of public administration from the end of the nineteenth century to the present has taken place in the following 5 phases.

Phase 1- Politics Administration Dichotomy (1887-1926)

Woodrow Wilson's "The Study of Administration" was the first to present the demand for separation (Politics Administration Dichotomy) between politics and administration. It is said that while it is the responsibility of politicians to make political decisions, politicians do not have the experience or excellence needed to implement these decisions. Therefore, to implement these policies (decisions) successfully, qualified and trained employees are required. Only the administration can rely on the efficient and sustainable implementation of government policy.

Phase 2 – Principles of Administration (1927-1937)

1927 is considered to be the beginning of the second phase of the evolution of public administration as the book "Principles of Public Administration" by W F Willoughby was published in the same year. The book is considered the second most important publication in public administration after White's book.

During this phase of the evolution of public administration, efforts were made to frame discussions on the subject within a scientific context. It was believed that public administration is governed by a set of scientific principles that, once identified and understood, could be systematically applied. By consciously implementing these principles in relevant areas, administrators could enhance work efficiency and elevate public administration to the status of a scientific discipline. This approach aimed to bring rigor and systematic understanding to the field, fostering its development as a structured and evidence-based area of study.

Mohit Bhattacharya rightly observes that “The ‘public’ aspect of public administration was virtually dropped at this stage and the focus was almost wholly on efficiency. This stage can be called the stage of orthodoxy, as efforts were underway to delineate firmly the boundaries of a new discipline of management. Public administration merged into the science.”

Phase 3 – Era of Challenges (1938-1947)

The development of public administration, with its focus on principles, encountered significant intellectual challenges following the publication of Chester I. Barnard’s book “The Functions of the Executive” in 1936. During this phase, the theoretical foundations of public administration were questioned from two key perspectives.

First, a new wave of theorists argued that a clear separation between politics and public administration was neither feasible nor realistic. They believed that the two domains were inherently interconnected and could not be distinctly divided.

Second, administrative theories emerging after 1940 began to critique the established principles of administration. Scholars raised doubts about the existence of universal and absolute principles in administration, questioning whether such principles could be applied uniformly across different contexts and scenarios.

These challenges marked a turning point in the evolution of public administration, prompting a reevaluation of its theoretical framework and paving the way for more nuanced and context-sensitive approaches.

Phase 4 – Crisis of Identity (1948-1970)

Since the 1950s, the traditional dichotomy between politics and public administration, along with the idea of applying universal principles in the field, has been largely rejected by public administration theorists. During this period, scholars acknowledged the intrinsic connection between public administration and politics, leading to a growing interdependence of public administration on political science. This shift created uncertainty about the distinct scope and focus of public administration as a discipline.

As a result, this phase is often referred to as the "identity crisis" in public administration. To address this crisis, public administration began to be viewed as an interdisciplinary field, drawing insights and methodologies from various disciplines to redefine its purpose and

boundaries. This approach helped public administration evolve into a more dynamic and adaptable area of study, capable of addressing complex governance challenges.

Phase 5 – Public Policy Perspective (1971- Onwards)

A more recent evolution in the field of administration is the rise of the public policy perspective. This approach shifts the focus from traditional administrative processes to the analysis, formulation, and implementation of policies that address societal issues. This approach gained prominence through pluralistic interpretations, communication theories, and concepts like “The Science of Muddling Through”. Its primary focus is to identify the social, political, economic, and personal forces that influence policymaking. Scholars such as Robert A. Dahl, James Wilson, Charles E. Lindblom, Yehezkel Dror, and Vincent Ostrom have emphasized the interconnected roles of these diverse forces social, political, economic, and environmental in shaping policies.

During this period, the political context became particularly significant in discussions of public administration. Critics of the traditional politics-administration dichotomy dismissed it as narrow and self-serving. Instead, contemporary scholars have redefined administration as an integral aspect of political theory, highlighting its role in addressing broader governance challenges and policy issues. This shift reflects a more holistic and interdisciplinary understanding of public administration, moving beyond rigid separations and embracing the complexities of policymaking and implementation.

- **Self-Check Exercise 2**

Q1. Elaborate the evolution of public administration as a discipline.

1.5 Present Status of the Discipline

Following the Second World War, significant transformations occurred in the field of public administration. During this period, the relationship between politics and administration became deeply intertwined, leading to the emergence of new concepts and approaches. Among these were New Public Administration, which emphasized social equity, citizen participation, and responsiveness to public needs; Development Administration, which focused on addressing socio-economic challenges and promoting growth in developing nations; and Comparative Public Administration, which aimed to analyse and compare administrative systems across

different countries and cultures. These developments reflected a shift toward more dynamic, context-sensitive, and inclusive approaches to governance and public service.

This transformation persisted until the 1980s. Following this period, concepts like New Public Management and governance emerged in the field of public administration, aiming to enhance transparency and efficiency. With the rise of information technology, digital governance, or e-governance, along with growing concerns about environmental issues such as disaster management, became integral to public administration. Over time, as the discipline of public administration has evolved, its scope has expanded significantly, becoming more diverse and dynamic. As a result, research in public administration will continue to grow in the future, and advancing the field as students of public administration remains a key responsibility for us.

In the era of globalization, the rapid advancement of information technology is profoundly influencing people's lives and reshaping every aspect of governance systems. This technological progress has also led to the emergence of new concepts in public administration in recent decades. During the 1980s and 1990s, developed nations witnessed significant transformations in their administrative systems. A key feature of this shift was the move from rigid, hierarchical, and bureaucratic structures to more flexible, transparent, and citizen-focused approaches. Unsurprisingly, this evolution sparked a renewed perspective on the study of public administration, particularly from the 1990s onward. The changes in administrative practices were mirrored in the intellectual discourse surrounding governance, reflecting a broader shift in both theory and practice.

The trends of that new practice in public administration are-

- Managerialism
- New Public Management
- Market-based Public Administration
- Entrepreneurial Government
- Governance, Good Governance, and E-Governance
- Public-Private Partnership (PPP)
- **Self-Check Exercise 3**

Q1. Explain in brief latest emerging trends in the public administration.

1.6 Minnowbrook Perspective

In the USA, the 1960s were characterized by a positive outlook on public administration's capacity to address both the nation's social and technological issues. The social climate was defined by Americans steadily declining loyalty to institutions like the government, media, family, and church. This resulted from younger people's mistrust of the institutions. In addition, Black Americans in the 1950s and 1960s were excluded from the nation's increasing affluence. In 1968, Dwight Waldo from Syracuse University took the lead in looking at a few important issues in light of this. Analysing the divergent viewpoints in public administration between those who entered the sector in the 1960s and those who experienced the Great Depression, New Deal, and World War II was the aim. Examining the long-term impact of different viewpoints on public administration and government was the goal. Under Dwight Waldo's direction, the young public administration scholars convened at Minnowbrook for this conference. Examining strategies for enabling public administration to respond to social issues and act as a catalyst for social change was the main goal of this. The conference's debates gave rise to the New Public Administration.

The scholars emphasised on five major goals that public administration needs to take cognisance of, namely relevance, values, social equity, change and client orientation.

Relevance: Traditionally, the primary focus of public administration has been on efficiency and economy. However, as highlighted in the conference, the discipline must evolve to address contemporary challenges and remain relevant to current issues. There is a growing need to move away from an overly management-centric approach and instead focus on the political and administrative consequences of administrative actions. This shift emphasizes the importance of understanding the broader implications of governance and decision-making within the field of public administration.

Values: The traditional perspective that public administration should remain value-neutral has been strongly criticized and ultimately rejected. The conference emphasized the need for the discipline to place greater importance on values, addressing critical issues such as justice, freedom, equality, and human ethics. This shift underscores the recognition that public administration must actively engage with ethical considerations and societal values to effectively serve the public interest and promote equitable governance.

Social Equity: The widespread social unrest during that time reinforced the belief that social equity must become a central focus of administration. The conference advocated for distributive justice and equity to be fundamental priorities in public administration. This emphasis highlighted the need for administrative systems to address inequalities and ensure fair distribution of resources and opportunities, reflecting a commitment to creating a more just and equitable society.

Change: Public Administration has traditionally been viewed as status-quo-oriented, often focused on maintaining existing systems and processes. However, the conference sought to redefine the discipline by making it more relevant and socially equitable through change and innovation. This shift emphasizes the need for public administration to move beyond preserving the status quo and instead actively address societal challenges, promote fairness, and adapt to evolving demands. By embracing innovation and prioritizing social equity, the discipline can better respond to the needs of diverse populations and contribute to more inclusive and progressive governance. This transformation highlights the importance of aligning public administration with contemporary values and ensuring it remains a dynamic force for positive change.

Client Orientation: The first Minnowbrook Conference played a pioneering role in identifying client orientation as a central goal of public administration. This marked a significant shift in perspective, emphasizing the need for bureaucrats to adopt a more people-centered approach. The conference highlighted the importance of prioritizing the needs, expectations, and satisfaction of citizens as key stakeholders in governance.

Anti-Positivism: Positivism, which emphasizes absolute certainty about facts, often leads to rigidity in administrative systems. In contrast, the New Public Administration (NPA) movement aimed to reduce such inflexibility, striving to make administration more adaptable, responsive, and focused on solving real-world problems. By shifting away from strict positivist approaches, the NPA movement sought to create a more dynamic and people-centered administrative framework capable of addressing complex societal challenges effectively.

Anti-Technology: This suggests that human beings should not be viewed merely as mechanical components serving the traditional objectives of economy and efficiency. Instead, their individuality, well-being, and ethical considerations must be recognized and valued.

Anti-Hierarchy: Hierarchy, as an organizational principle, fosters bureaucracy, introduces rigidity, stifles creativity and innovation, and distances administrators from their surrounding environment.

The Second Minnow brook Conference took place two decades after the first, on September 4, 1988. It brought together sixty-eight scholars and practitioners from public administration and related fields such as history, economics, political science, and psychology. The conference was organized in response to significant shifts in the role of the state and government, including trends like privatization, contracting out, and the growing influence of non-state actors in governance. These changes provided the context for discussions on how public administration could adapt to evolving governance structures and challenges. The Minnow brook II Conference's discussions bring to light a few important issues. The first is the way public administration in America is evolving, as evidenced by the variety of issues the government is dealing with, including trade and budget deficits, nuclear waste, AIDS, and other issues. As a result, the administrator now operates in a far more complex environment than it formerly did. Because of this, they must rely far more on conversation, facilitation, and bargaining. Reversing the disparity between current public requirements and resources allocated to their improvement was a primary focus of MinnowbrookII. In order to optimize the value of the administrator's function under these circumstances, a bureaucracy that prioritizes communication and consensus was thought to be necessary. Against the backdrop of the American political system, bureaucracy must intentionally apply democratic methods in its operations. Therefore, it was emphasized that in carrying out their responsibilities, practicing public administrators need to be more aggressive.

- **Self-Check Exercise 4**

Q1. Explain the goals and anti-goals of Minnow brook 1 conference.

1.7 Summary

The significance of public administration, both as an academic discipline and a practical activity, has been widely acknowledged. Over time, the field has evolved in response to real-world challenges and intellectual inquiries, further solidifying its role as a dynamic and impactful area of study. In today's world, the responsibilities placed on governments continue to grow, highlighting the critical role of public administration. It is clear that a well-functioning administrative system is essential for the progress of modern civilization, making public administration an indispensable component of societal development. According to Gerald, E.

Caiden “The government's positivistic-interventionist role naturally sparks academic inquiry. Historically, the significance of Public Administration as a discipline has been closely linked to the expanding activist role of governments worldwide. With the state assuming broader responsibilities and duties, Public Administration plays a crucial role, often surpassing other branches of government in importance. As an evolving field of study and practice, Public Administration has continuously adapted to meet these emerging challenges”.

1.8 Glossary

Equality: “The idea that all persons have an equal claim to life, liberty, and the pursuit of happiness”

Red Tape: Originally used to bind government documents, the ribbon has come to symbolize excessive bureaucracy, rigid formalities, and an overemphasis on procedural routines.

Regulation: government’s overall control over citizens' social and economic activities; the rulemaking process of the administrative bodies tasked with officially interpreting the law.

1.9 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 1.3

Self-Check Exercise 2: Ans 1. Refer 1.4

Self-Check Exercise 3: Ans 1. Refer 1.5

Self-Check Exercise 4: Ans 1. Refer 1.6

1.10 References/Suggested Readings

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1.11 Terminal Questions

1. Explain the stages of evolution of public administration as independent discipline.
2. What are the latest emerging trends in the public administration? Explain.

Unit 2

Globalisation and Public Administration

Structure

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2.1 Introduction

The current buzzword, “globalization” refers to the expansion of products, services, technology, ideas, and procedures around the world. Significant changes in the makeup of the States, governments, and society it affects are among its key concomitant characteristics. The role of market forces is becoming more important than the state’s traditional approach,

particularly with regard to its welfare focus. As the states become more economically, financially, and culturally integrated, the public administrative system which serves as a nation's central regulatory mechanism is faced with a new challenge: interacting with a network of supranational organizations while letting go of its historical isolation in order to lead the state as one of many participants in a highly interactive group. The major trend in the contemporary world is globalization. Globalisation is a search for new society. Globalisation has been defined as "increased and intensified flows between countries. These flows are of goods, services, capital, idea, information and people, which produce non-border integration activities". Globalisation has a multi-dimensional characteristic and today is widely used to find solution to the problems encompassing international trade. The main indicators of globalization are Cross border relations, border openness by removing regulatory barriers, plural democracy, and global market. The advancement of rapid transportation and communication systems has enabled the seamless movement of people and goods across borders, fostering the emergence of a global society and culture. In this context, the role of public administration under the framework of Liberalization, Privatization, and Globalization (LPG) has become increasingly significant. Bureaucracies are now expected to be investor-friendly, responsive, transparent, open, and competitive. This shift necessitates comprehensive administrative reforms to eliminate outdated practices and streamline procedures. The LPG policy has also redefined the role of the state, reducing its interference in individual lives and promoting a more minimalistic approach to governance. Public administration has been impacted by globalization as a result of the pressures placed on it by international organizations, information technology, and growing concerns about productivity and efficiency. There are tremendous pressures from international organizations. These are described as the forces applied by an established organization with worldwide jurisdiction that has control and authority over certain nations in a certain policy domain.

2.2 Learning Objectives

After going through this lesson the students will be able to know

- The concept of Globalisation
- Changing role of state
- Emergence of Civil Societies

2.3 Globalization as a Concept

Globalization is bringing about profound shifts in the domains of politics, economy, society, and culture worldwide. The term "globalization" describes the multitude of ties and connections that exist between the States and societies that comprise the current global order. It explains how things that happen, choices made, and actions taken in one area of the world can have a big impact on people and communities in other, far-off areas of the world. Some people believe that technical advancements and market-driven economic growth have contributed to the acceleration of globalization. States now depend on one another more as a result of globalization. According to some, it fosters an environment that is open to changes in politics, administration, socioeconomics, and culture. The economic, political, technological, military, legal, cultural, and environmental spheres are among those where globalization entails activity and interaction. From an economic standpoint, it suggests the abolition of trade restrictions and the widespread entry of multinational corporations that participate in foreign direct investment. Regarding how globalization has affected various nations, opinions are divided. The evolution of commerce, production, markets, investment, and technology brought about by globalization is seen by proponents as stimulating economies. Opportunities for employment, increased affluence and living standards, cooperative relationships, networking, and other benefits are claimed to follow from this. Opponents highlight the detrimental effects, including extreme poverty, job losses, high unemployment, low employment opportunities for unskilled labour, rising economic inequality, reduced subsidies, and environmental issues, particularly in developing nations.

With unmatched technology advancements, rising customer expectations, and an unsurpassed growth of commerce, banking, and investment, the tide of globalization is bringing about unprecedented changes. Globalization has a mixed effect on the economy, with some benefits coming from competition and economic crises, a weakened state apparatus, the spread of values oriented toward the market, and unsettling wealth concentration that causes poverty, inequality, and social crises to rise and has a major impact on the process of development. The shift from centrally planned to market structures and their global integration with the global economy are the outcomes of globalization. This affects how the State apparatus operates and how the administrative structure is set up. The focus is on developing new competencies and mind-sets among staff members to help them adapt to the new work environment. The evolving views of the State's role, the managerial orientation of governance, the market-driven approach to development, and the growing

recognition of the complementary roles of the state, the market, and civil society have all had a significant impact on the nature and operations of public administration.

On one hand, globalization is reshaping public administration by emphasizing the protection of individual rights, accountability, adherence to ethical principles, and the importance of research and training. However, globalization also brings challenges, such as human rights violations, the shrinking of public spaces, and the commodification of individuals. Despite these concerns, many argue that it is fostering the growth of democratic processes. At the same time, internal social and political forces are pushing to strengthen the role of the state in safeguarding the interests of its citizens. Meanwhile, economic integration and technological advancements are compelling states to align with global standards and behaviours, creating a complex interplay between local governance and international expectations. As a result, the State is taking on a new transformative function, which has had a multifaceted impact on public administration.

- **Self-Check Exercise 1**

Q1. Explain globalization and its impact on public administration.

2.4 Role of State and Market

In the context of societal governance, the state has traditionally played a central role. The concept of a welfare state, characterized by its significant responsibility for the well-being of its citizens, has been widely adopted by many nations. However, the traditional role of the state has undergone substantial changes with the advent of globalization. A market-driven approach to public administration has given rise to the emergence of a Competition State, which emphasizes deregulation, privatization, and public choice initiatives, often disregarding administrative, political, or local cultural contexts. During the 1980s and 1990s, influenced by neoliberal ideologies, there was a notable roll back of the state, particularly in countries like the USA and the UK. This shift led to widespread privatization, deregulation, and the introduction of market-oriented reforms in public services. Over time, this approach fostered a pro-market and anti-state mind set, encapsulated by the notion of private good and public bad.

In the new political economy of development, the focus has shifted from the state to the market as the primary driver of progress. Privatization is seen as a way to revive stalled social programs, while developing nations are encouraged to integrate into the globalized economy.

Proponents of the market approach argue that markets are more efficient than governments in delivering services to individuals, positioning the market as the key player in shaping economic and social policies. Due to competition and economic motivation, market enterprises utilize resources more efficiently than government agencies because they are not as well-motivated. Additionally, people who receive services from the government have little to no choice in the matter; in contrast, individuals can select the services they desire from the market, contingent upon their wealth.

Without a doubt, the State, its institutions, policies, and personnel are all greatly impacted by globalization. The “public sphere” and the area open to citizen participation have been closing, and the Corporate State is becoming more noticeable. Recasting the function of the State is the administration's greatest problem. A new regulatory state that has a broader agenda needs to evolve. It is imperative that the State adopts a regulatory approach, which includes mechanisms to ensure efficiency, establish service standards, eliminate market distortions, provide suitable legal and regulatory frameworks for market participants, and safeguard the interests of consumers, employers, employees, and other relevant stakeholders.

Osborne and Gaebler (1992) in their work *Reinventing Government* have made a case for government having a key role in restructuring of markets through:

- Setting rules in market place
- Facilitating the provision of information
- Augmenting demand
- Catalysing private sector supplies and new market sectors
- Creating market institutions
- Risk sharing; and
- Regulating through application of market-oriented incentives

The 1980s marked the rise of the New Public Management (NPM) approach, a transformative reform paradigm in public administration that criticized traditional methods as ineffective. NPM is now recognized as a central example of the "Competition State," emphasizing market-oriented principles and efficiency in governance. This paradigm, often referred to as liberation management, quality management, reengineering, or reinventing, gained widespread adoption

and focused primarily on restructuring the operations and organization of government. By prioritizing performance, accountability, and customer-centric services, NPM sought to modernize public administration and align it more closely with private-sector practices. There is a growing consensus to foster collaboration between the market and the state. There are now three different types of interventions: institutional, functional, and strategic. Functional interventions aim to address market imperfections where prices convey incorrect information. By establishing the ground rules for participants in the market, institutional interventions aim to control the market. In an attempt to achieve more comprehensive, long-term development goals, strategic interventions aim to steer the market because they are interconnected across several activities or sectors. While the current emphasis on market forces may seem to diminish the role of the state, its significance remains undiminished. The state must not only develop physical infrastructure but also build essential social infrastructure to support the functioning of markets. Its role involves reconciling the objectives of liberalization with the pursuit of national interests and developmental goals. In the national context, the state is tasked with creating the conditions for more equitable development, negotiating with transnational corporations to ensure a fair distribution of benefits from cross-border economic activities, and exercising caution in macroeconomic management to reduce vulnerabilities. Additionally, the state must intervene to mitigate the social costs associated with globalization, ensuring that its impacts are balanced and sustainable. Thus, the state continues to play a critical role in shaping a fair and resilient economic environment.

- **Self-Check Exercise 2**

Q1. Elaborate the changing role of state and market.

2.5 Emergence of Civil Society

Civil society comprises organizations and institutions that function independently of the family and government structures. These include religious organizations, charities, trade unions, non-profits, business associations, self-help groups, and voluntary organizations. Such groups play a significant role in public administration by advocating for social causes and influencing policy decisions. Civil society organizations can be broadly classified into social, political, community, professional, and self-help groups. Social groups, in particular, focus on key issues like poverty alleviation, education, healthcare, and environmental sustainability. Examples include NGOs, charities, and relief agencies that offer essential services to those in need and assist in the implementation of government initiatives. Additionally, these groups advocate for greater

government investment in social development. Political groups aim to drive political change and improve the governance system. These groups include civic forums, activist organizations, and political movements, all of which advocate for political rights, electoral reforms, and greater transparency in governance. They focus on exposing corruption, injustice, and the lack of public involvement in decision-making processes. By organizing protests and demonstrations, they push for changes in policies. Community groups are centered around specific localities and aim to improve the well-being of particular regions or communities. These include resident welfare associations, farmers' clubs, trade unions, neighbourhood organizations, and volunteer networks. They focus on driving local development by addressing community issues and encouraging active participation. These groups also play a key role in implementing government schemes at the grassroots level and ensuring their successful execution.

Professional associations serve to represent the collective interests of individuals within specific professions. These include organizations for doctors, engineers, teachers, lawyers, and more. They advocate for improved working conditions, better pay, career benefits, and increased budget allocations for their respective fields. By drawing from their members' experiences, these associations contribute valuable input to policymaking.

Civil society consists of organizations and institutions that operate independently of the government and families, shaping public life and contributing to a functioning democracy. These organizations are free from government control and funding, allowing them to hold authorities accountable and act as a check on power. They advocate for citizens' interests, address social welfare needs, and amplify the voices of underrepresented groups such as women, minorities, and disadvantaged communities. Participation in civil society groups is voluntary, driven by shared interests and objectives, fostering commitment and activism. Their diversity ensures that various societal concerns are represented, promoting inclusivity and broader civic engagement. Religious organizations are an integral part of civil society, operating extensive networks of schools, colleges, hospitals, and elder care facilities that provide essential public services. Trade unions also play a crucial role in public administration by advocating for the rights and interests of various workforce sectors, including farmers, transport workers, government employees, and industrial labourers. Additionally, Resident Welfare Associations (RWAs) serve as key community groups within civil society, functioning at the neighbourhood level to address local concerns and improve community well-being.

In conclusion, civil society in India is highly diverse, encompassing a wide range of organizations such as NGOs, religious groups, trade unions, professional associations, community organizations, and self-help groups. These entities play a significant role in public service delivery, policy advocacy, and driving governance reforms. By both supporting and challenging the government, civil society contributes to making public administration more accountable, transparent, and inclusive. It serves as a vital link between citizens and the state, ensuring that governance serves the interests of all societal groups, particularly the disadvantaged and marginalized.

- **Self-Check Exercise 3**

Q1. What are Civil Society organisation and their role in modern state?

2.6 Perspective of Developing Countries

Globalization's effects on public administration in emerging nations are creating significant challenges on a number of fronts. The negative effects of market forces on public services are being felt. Public companies that have been privatized, particularly the loss-making divisions, are being sold for low rates because no appropriate buyer has been found for them. The same thing is true in India, where there is strong opposition to privatization.

Mismanagement and corruption are also possible in the contracting out process. Since the requirement for ongoing oversight and monitoring adds to the public agencies' already substantial workload and expense, the process becomes extremely complicated. Certain countries continue to offer lower-quality services despite possible reductions in the cost of service provision. In exchange for more administrative responsibilities, these issues partially counteract the financial benefits of marketization. The introduction of user fees is in opposition to the concepts of ability to pay and equity. This strategy is expected to increase the cost of basic services in developing nations, making them unaffordable for a greater proportion of the underprivileged people. The result can be a worsening of the disparities that already exist as well as a rise in public unrest and discontent. The World Bank is exerting pressure on several developing nations, including India, to raise tariffs and remove subsidies in several sectors. Developing nations have not yet reached a point in their development where turning over public service delivery to private companies can be done so without running the danger of serious upheaval or jeopardizing consumer plans. Citizens will not be attracted to privatization unless the advantages are well weighed and shown to outweigh the

disadvantages. A number of unfavourable effects have resulted from donor agencies' insistence that public management be made more commercial.

While the development of a knowledge-based society and advances in information technology have contributed to globalization and its effects, many developing nations are still grappling with the essential elements required to effectively carry out public administration. Despite efforts and commitments toward marketization, corporatization, privatization, customer-orientation, and the expansion of the third sector, outcomes in these nations remain unsatisfactory. At the same time, the establishment of a democratic governance framework that is both transparent and accountable has not yet been fully realized. However, this should not be seen as an indication that market-oriented reforms are unsuitable for improving public services in developing countries. To maximize the potential of public service providers, it is crucial to initiate reforms in the foundational social, political, and economic areas. These initial reforms would pave the way for subsequent changes, such as reducing the role of the state, introducing cost recovery mechanisms, and subjecting services to market forces. There is a widespread belief that only a small segment of the population has benefited from globalization, while the majority, especially in developing countries, continue to face worsening poverty. This situation is largely attributed to the economic and social policies of these nations, which are increasingly influenced by the growing power of multinational financial institutions. As a result, global anti-globalization protests have occurred frequently, highlighting concerns about the erosion of democratic values.

- **Self-Check Exercise 4**

Q1. Elaborate the concerns of developing nations regarding globalisation.

2.7 Impact of Globalization on Public Administration

Re-inventing Government: - The Traditional Public Administration was marked by rules, regulations and redtapism. With the globalization there was a paradigm shift in the functioning of government and public agencies worldwide which has been termed as New Public Management (NPM). The main features of NPM is organisational restructuring including organisational procedures, flattening of hierarchies and so on. NPM reconceptualises citizens as 'active customers' to be kept in good humour, and not just passive recipients. NPM is in favour of cost cutting in public sector and encourages quasi markets and contracting out techniques to

ensure better management of ailing cash-strapped public sector. The basic principles of reinventing government are: steering rather than raving, empowering rather than servicing, injecting competition into the service delivery.

Entrepreneurial Government: - Under the impact of globalization, public administration has adopted entrepreneurial form of government. Efficiency and productivity are the two pillars of entrepreneurial government. Public sector organisations are now under pressure to enhance the productivity by increasing efficiency. Along with cutting down waste and increasing output, the bureaucrats now have to simultaneously try to facilitate better service delivery.

Changing Role of Bureaucracy: - With the extinction of USSR, it has been proved that state socialism is not the answer for economic growth, and productivity and efficiency can be achieved only through privatisation and liberalism. The government is a political and not industrial organization. Developmental activities cannot be managed by bureaucrats who lay more emphasis on rule book and on following the prescribed regulations. In the present era of economic globalisation only business management experts can deliver the goods. The bureaucrats have to function as helpers and accelerators and not as a director or manager.

Good Governance: - Good Governance is the first priority towards reforms in public administration. It is development oriented committed to improve the quality of life of the people. It is citizen friendly, caring and aims at building bridges between the state and the society through people oriented mechanisms of administration.

E-Governance: - E- Governance is the chief feature of good governance. E-Governance is the application of information technology in the functioning of government. Information technology is a main factor of modernising governments. It has led to improved delivery of services. E-Governance has brought procedural simplicity, speed and convenience in governance. Traditionally, the interaction between a citizen and government agency use to take place in government offices.

Empowering Citizen: - Globalisation has also lead to the rise of grass roots, people's participation at the local level in areas such as women empowerment, education for all, human rights, consumer's rights, environmental protection and decentralization. Thus empowerment of citizens has been an important component of reforming public administration.

State Retreating: - Under the impact of globalisation there is a remarkable change in the role of the state. It has started withdrawing itself from numerous sector wherein it once used to play

controlling and ownership roles. Thus some public entrepreneurs have been handed over to private entrepreneurs or the governments shares have been reduced therein. It is said that economy has to operate as per market forces and not as per government policies, rules and regulations. Private enterprise and non-state sectors such as voluntary agencies, co-operative institutions, have entered several fields like education, health, human rights and welfare of the poor.

- **Self-Check Exercise 5**

Q1. Describe the impact of globalisation on public administration.

2.8 Summary

While the process of globalization is irreversible, it is important to challenge the misconception that there are no alternatives. Undoubtedly, globalization has contributed to the growth of multinational corporations, increased exports, foreign direct investment, technological advancements, and the flow of foreign exchange. Global initiatives have also aimed at establishing a standardized approach to promoting service values and delivery methods. However, the unique cultural and environmental contexts in both wealthy and developing nations are likely to result in varying outcomes, with particularly negative effects in poorer countries. The key challenge, therefore, is to address the imbalances, isolation, and inequality that globalization has exacerbated by creating a more compassionate and equitable environment. In this context, the debate between the State and the market has become outdated. Neither a purely liberal state nor an interventionist state alone can guarantee development. Traditional public administration has evolved by incorporating three critical stakeholders 'State', 'market', and 'civil society' into the governance framework.

2.9 Glossary

Corporate State: a state governed by representatives not of geographical areas but of vocational corporations of the employers and employees in each trade, profession, or industry

Deregulation: It is the process of lessening the monopolies of only a few in the economic sectors by opening those sectors to other players also.

2.10 Answers to Self-Check Exercises

Self-Check Exercise 1:

Ans 1. Refer 2.3

Self-Check Exercise 2:	Ans 1. Refer 2.4
Self-Check Exercise 3:	Ans 1. Refer 2.5
Self-Check Exercise 4:	Ans 1. Refer 2.6
Self-Check Exercise 5:	Ans 1. Refer 2.7

2.11 References/Suggested Readings

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2.12 Terminal Questions

1. What is Globalization and how it has changed the role of state and market?
2. What are the visible impacts of globalization on public administration?

Unit 3

New Public Administration and New Public Management

Structure

- 3.1 Introduction
- 3.2 Learning Objectives
- 3.3 New Public Administration (NPA)
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3.1 Introduction

Since 1987, there have been numerous changes to the public administration discipline and practice. Woodrow Wilson's original politics-administration dichotomy was gradually superseded by an acceptance of the science of management. The Scientific Management movement of F.W. Taylor and the Hawthorne experiments conducted by Elton Mayo in the 1920s critically examined the architecture and procedures of public organizations. In public management, efficiency has emerged as the primary consideration. In the post-war era,

concepts such as informal organization, work groups, teamwork, leadership, and cooperation gained significant prominence. Advocates of the Human Relations School, in particular, stressed the importance of measuring the impact of these ideas within organizations, thereby emphasizing the human element in organizational dynamics. During the 1940s, Herbert Simon's work, *Administrative Behaviour*, underscored the relevance of logical positivism in policy formulation and highlighted the need to establish a clear connection between organizational goals and the methods used to achieve them. This period marked a shift toward recognizing the interplay between human behaviour and administrative processes in shaping effective organizations. Public administration has a larger scope now that attempts have been made to connect it to other fields including economics, political science, psychology, and sociology. The politics-administration dichotomy was abandoned, and a new connection between the two was made in the framework of forming public policy. The creation of policies was regarded as the core function of public administration. Public administration as a discipline and practice, which had always placed a strong focus on work methods and principles, gradually changed. One significant turning point in this process of transformation has been the impact of the "New Public Administration" movement.

In recent years, the global shift from command economies to market-oriented systems has highlighted the limitations of the traditional state model in implementing effective policies and delivering efficient services. This has sparked a growing demand for an alternative administrative framework. During the 1980s, debates and discussions focused on making a deliberate choice between the old public administration, which emphasized bureaucratic efficiency, and the emerging perspective of public administration with a strong management orientation, known as New Public Management (NPM). This shift reflected the need for a more dynamic, results-driven approach to governance in response to the challenges of a rapidly changing economic landscape. In an attempt to make public organizations more effective, efficient, and inexpensive, a number of managerial concepts and practices were introduced into the governmental institutions. NPM makes an effort to suggest strategies for improved governmental performance in the context of globalization. A component of the public administration system known as "new public management" involves managing matters in the public interest. In the latter half of the 20th century, the phrase "new public management" was coined to address issues with globalization, international conflict, and automation-related changes in the sector. The control of financial entities and the acceleration of public administration efficiency are the primary goals of new public management.

3.2 Learning Objectives

After going through this lesson the students will be able to know

- The concept of New Public Administration
- Emergence of New Public Management
- Upcoming trends in the field of public administration

3.3 New Public Administration (NPA)

By the late 1960s, American society was grappling with a range of significant challenges. Dissatisfaction with the Vietnam War, rapid population growth, environmental concerns, rising social unrest, and economic crises were all prominent issues. These circumstances led many younger intellectuals to question the ability of the political and administrative systems to respond effectively and in a timely manner. Both the economy and the efficiency of administration came under scrutiny, sparking serious debates and concerns. Restoring values and a public purpose in government was seen as necessary in response to the unhappiness stemming from the ongoing unrest. Administration with a human and moral focus was recommended. Incorporating the objectives of guaranteeing social fairness and being attentive to client requirements into service delivery was deemed essential. In the USA, the 1960s were characterized by a positive outlook on public administration's capacity to address both the nation's social and technological issues. The social climate was defined by Americans' steadily declining loyalty to institutions like the government, media, family, and church. This resulted from younger people's mistrust of the institutions. Black Americans were also excluded from the nation's increasing affluence in the 1950s and 1960s. In 1968, Dwight Waldo, a scholar from Syracuse University, made significant efforts to explore key issues within the context of the time. His aim was to analyse the differing perspectives on public administration between those who entered the field in the 1960s and those who had experienced the Great Depression, the New Deal, and World War II. He sought to understand the long-term impact these differing viewpoints had on public administration and governance. Under Waldo's leadership, a group of emerging public administration scholars convened a meeting at Minnow Brook. The primary focus of the discussions was on developing strategies to enable public administration to address social issues and serve as a catalyst for social change. The conversations and ideas shared at this conference ultimately gave rise to the concept of New Public Administration.

Features of NPA

Change and Responsiveness: Changes are occurring across social, political, economic, and technological landscapes. This necessitates that administration implement both internal and external changes to align with these evolving environments. To effectively respond, it is crucial for administration to introduce the required flexibility and adaptability in its operations.

Rationality: This calls for judging the efficacy of administrator's actions not only from their point of view of the government, but also from the citizens' perspective.

Structural Changes: New Public Administration advocates for experimenting with various organizational structures that are aligned with the specific needs and context of the environment. It emphasizes the importance of adopting smaller, decentralized, and flexible hierarchies to promote better interaction with citizens.

Emphasis on Multi-disciplinary Perspective: Public Administration is shaped by a variety of perspectives, rather than a single approach. Therefore, it is crucial to understand multiple frameworks, including political, management, and human relations, to foster its development and progress.

- **Self-Check Exercise 1**

Q1. Explain NPA and its feature.

3.4 Goals and Anti-Goals of NPA

The academics emphasized relevance, values, social equality, change, and customer orientation as the five main objectives that public administration must consider.

Relevance: Historically, the main goals of public management have been economy and efficiency. The conference concluded that the discipline must be pertinent to today's challenges and dilemmas. Public administration must deal with the administrative and political ramifications of administrative activity, and the discipline's overly management-oriented approach must be abandoned. The academics wanted the discipline's curriculum to be drastically altered in order to better reflect the realities of public life.

Values: There has been strong criticism and rejection of the previous theory of the value-neutral orientation of public administration. The conference appealed for a deeper awareness of moral principles, matters of justice, liberty, equality, and human morality. It was believed

that the discipline's dedication to ideals would allow it to advance the interests of society's marginalized groups.

Social justice: The idea that social justice should be the main focus of administration was reinforced by the social unrest that was prevalent in the community at the time. The conference urged distributive justice and equity to be public administration's central concerns.

Change: Public administration has traditionally been seen as focused on maintaining the status quo. However, through innovation and transformation, the conference aimed to make the field more relevant and centred on social equity. In this context, the manager was viewed as an agent of change. As a result, the discipline must remain open to change and adaptation.

Participation: The conference encouraged greater employee involvement in organizational processes related to the development, implementation, and revision of public policy. To enhance the responsiveness of public administration and foster a client-centred approach, external individuals and groups were also invited to participate in the discussions.

Client Orientation: The idea that client orientation should be a primary objective of public administration was initially proposed during the inaugural Minnowbrook conference. This required officials to adopt a more people-oriented mindset.

Robert Golembiewski identified three anti-goals or situations that the NPA needs to abandon. These are:

Anti-Positivism: Positivism suggests that there is absolute certainty only about facts that are proven, which can make administration more rigid. The New Public Administration (NPA) movement sought to reduce these rigidities, aiming to make public administration more adaptable, responsive, and focused on solving problems.

Anti-Technology: This implies human beings are not to be treated as cogs in the machine, to foster the traditional goals of economy and efficiency.

Anti-Hierarchy: Hierarchy, as an organizational principle, often fosters bureaucracy, leading to rigidity and stifling creativity and innovation. It can also isolate administrators from the broader environment. As a result, scholars of the New Public Administration (NPA) criticized traditional hierarchical structures commonly promoted in Public Administration, advocating for more flexible and dynamic approaches.

- **Self-Check Exercise 2**

Q1. What are the goals and anti-goals of NPA?

3.5 New Public Management

Globalization has profoundly influenced public administration, driving transformation and reorienting it toward a managerial approach. Since the early 1980s, public administration has faced considerable challenges, including reducing its dependence on bureaucracy, curbing the growth of public spending, and exploring innovative methods for delivering public services. The New Public Management (NPM) perspective introduced various reform measures, advocating for the organization and delivery of services through market-driven processes. During the 1980s, criticism of the public sector and bureaucracy intensified as governments worldwide struggled with the strain on limited resources, prompting a shift toward more efficient and market-oriented administrative practices.

The New Public Management (NPM) perspective has critically questioned the size, role, and structure of the public sector. Concepts such as the efficiency of the state versus the market, a managerial approach to government activities, outsourcing, and privatization have gained significant attention in many countries. NPM intendeds to promote a new thinking that include:

- Productivity: gaining more services from lesser revenues
- Marketization: replacing traditional bureaucratic structures, mechanisms and processes with market strategies
- Service orientation: keeping the needs of customers as a priority
- Decentralization: transferring service delivery responsibilities to lower levels
- Policy-administration dichotomy: making a distinction between policy and execution

The end of the 20th century marked the emergence of New Public Management (NPM). In 1991, scholars Hood and Jackson from the United Kingdom and Australia introduced NPM as a way to address the limitations of traditional public management systems and improve efficiency in public administration. Their goal was to modernize the sector and implement more effective management practices. This system resolves the many problems based on globalisation, worldwide contention and automation change in the industry in the last decade of the 20th century. New public management is the mixture of several business approaches which

consist of many tools. The new public management system was introduced to overcome the boundaries of the traditional public management system and enhance efficiency. The advantages of new public management (NPM) are listed below.

NPM forces the new technologies to get the maximum output from a function. This system boosts the technology revolution. In the transportation sector, the NPM system accelerates material flow in national and international markets by generating competition. New public management focuses on customer satisfaction and serves the customer first compared to the traditional system. Employees of this system are provided with the training and motivated and regular bases to make their working style effective. The NPM system is goal-oriented, which improves the achievement of goals. The New Public Management (NPM) system offers individuals greater freedom of action, which in turn enhances efficiency and effectiveness. NPM applies various management techniques from the private sector to public administration, aiming to improve the functioning of public services. This approach helps run public service organizations more economically and efficiently. NPM emphasizes improving service delivery and achieving financial objectives, ensuring that public services operate in a cost-effective manner.

To compete with the private sector at the national and international level, new public management focuses on a modern approach to management. This approach to new public management is listed below.

Technical approach: The new public management system allows creativeness in management. It approaches implementing new ideas to achieve the targets effectively

Optimistic approach: New public management encourages the public administration's flexible, respective and problem-solving system

Anti-hierarchical approach: This public management system provides freedom to individuals, making this system an anti-hierarchical system.

New Public Management (NPM) has become a widely used approach to achieving developmental goals. However, there is growing concern about the government's essential role in ensuring the safety and well-being of its citizens, even as it focuses on reducing state regulations. While public administration tends to be more cautious and slower than management practices, the "publicity" aspect should not be overlooked. In the public sector, a managerial approach must benefit both the citizens and the government. Public agencies

require decentralization, networking, and a focus on public services. Evidence shows increased communication between the public and private sectors, along with a push to adjust the structure, responsibilities, and work environment of government agencies.

- **Self-Check Exercise 3**

Q1. Explain new public management. How it is different from earlier NPA?

3.6 NPM Features

The New Public Management (NPM) perspective encourages the adoption of new ideals and methodologies inspired by the private sector. However, public service differs from the commercial sector by upholding fundamental principles such as impartiality, equality, justice, and accountability. In contrast, market-driven values like productivity, profitability, efficiency, and competitiveness seem to take precedence. This shift has raised concerns that it could diminish the public's interest and undermine the legitimacy of public service. In NPM, policy-making is often side-lined in favour of managerial concepts and practices. However, policy remains a critical element of the administrative system. The way bureaucrats develop policies is likely to be influenced by NPM reforms. For example, the trend of contract employment for civil servants may limit their ability to provide valuable policy advice to political leaders. Furthermore, the increasing reliance on consultants or private-sector professionals for policy advice in some countries has been criticized for weakening the government's policy-making capacity. NPM is unable to forge a distinct bond between voters and elected officials. People play a crucial part in every democracy by having direct communication with their elected leaders. It is also required of the politicians to respond in a variety of ways to their requests and requirements. In this sense, the people's democratic mandate serves as the foundation for the state's ability to govern society. However, the NPM model places a strong emphasis on market mechanisms and does not explain how members of a market system might help to create a functioning democratic society. We are all aware of the importance public administration focuses on democratic accountability. We are all aware of the importance public administration focuses on democratic accountability. The option to vote their elected representatives out of office whenever they choose gives the people a straightforward and efficient way to ensure accountability. The goal of the laws, procedures, and hierarchical controls is to make government accountable to the people and efficient. One of NPM's objectives is increased accountability; however the main emphasis is on outputs or results. The idea of hierarchical

accountability may be diluted, with market factors being a major factor. NPM emphasizes the strategic function of public managers and is more managerial than political in nature. However, it is unclear in what ways politicians and bureaucrats are to be defined.

Democracy is characterized by the promotion of collective interests that impact the majority of people; however New Public Management is viewed as an individualistic ideology that ignores the needs of the collective. Because market-oriented restructuring has consequences like reduced employment, fewer subsidies, and fewer welfare programs, it is inevitable that some segments of society would be impacted, especially the impoverished, peasants, and labourers in developing nations. New Public Management (NPM) promotes a customer-focused approach to governance. It advocates for expanding citizen choice, empowering customers, and encouraging government support in offering public services that meet consumer needs. This contrasts with traditional public administration, which primarily focuses on delivering fair and efficient public services. The shift towards customer orientation stems from public choice theory and the application of market economics to government, which emphasizes providing choices driven by market forces.

- **Self-Check Exercise 4**

Q1. Elaborate the main features of new public management.

3.7 Emerging trends in Public Administration

The COVID-19 pandemic's problems have ushered in the next phase of government digitization. The digital transformation of many governmental organizations moved from being a "good to have" to a "must-have". In order to handle the surge in service demand while operating digitally, governments have expedited their digital transformation along three crucial fronts. Data is becoming more and more significant, both inside and outside of government. Governmental organizations are creating new strategies to make the most of the data they have, including sharing it in an appropriate and moral manner. The worldwide use and interchange of data by the government, its allies in academia, non-profit organizations, and the private sector is being revolutionized by the trend toward fluid, dynamic data. This can involve repurposing data to get new perspectives on the past, present, and future, as well as generating well-informed estimates. Applications built on an intelligence architecture can be developed by

organizations. Decision-making for the future can be improved for public administration professionals by utilizing both historical performance and current data.

People anticipate more personalized, easy-to-use, and proactive services from government agencies as they get more accustomed to receiving them in their daily lives. For instance, while managing the Special Supplemental Nutrition Program for Women, Infants, and Children, state and local organizations are investigating the expanded use of digital technologies, such as automatic text message reminders. Governments are pursuing a number of initiatives to modernize their services and make this vision of seamless service delivery a reality. Since government organizations are investing more in digitization, including more use of data and predictive services, there are now more public sector targets available to cybercriminals. Enhancing the country's overall cybersecurity is a top goal since a single government target cyberattack can put an entire industry or sector at risk. Government representatives are attempting to dismantle organizational silos, find weaknesses, and hire qualified cybersecurity experts at all levels. Making sure that government organizations prioritize diversity, equity, and inclusion is another issue associated with growing digitization and data utilization. Nowadays, ethical companies are focusing more on the root causes of systemic inequality and scrutinizing the formulation, execution, and evaluation of their policies. Companies are reconsidering how they want to fulfill their purposes. The pandemic brought remote work, telemedicine, and virtual classrooms into the modern day of government employment. This trend aligns with the growth of flexible and remote work environments, encompassing strategies for overseeing a dispersed staff and delivering superior citizen services from a distance. The potential of e-governance to fundamentally change the way governments interact with the public is what makes it so significant in the evolution of public services. Governments may increase productivity, cut costs, and improve public satisfaction by using technology to automate tedious tasks, streamline administrative processes, and provide services online.

- **Self-Check Exercise 5**

Q1. Explain some of the emerging trends in public administration.

3.8 Summary

New Public Administration, which emerged in the 1960s after the first minnow brook Conference, emphasized key issues relevant to that era, such as social equity, policy concerns,

change, and participatory citizenship. Over the next two decades, developments like the regulatory state, a reduced role for government, more governance, and privatization reflected growing public scepticism towards the government. In response to changes in the economy, technology, and employment, the second minnow brook Conference sought to examine the future of public administration. New Public Management (NPM) has since become a tool for achieving developmental goals. While NPM focuses on scaling back the state, concerns about the government's critical role in creating a safe and supportive environment for its citizens persist. Public administration remains slower and more cautious compared to management, but the “publicness” aspect must not be overlooked. Managerial approaches in the public sector must support both the government and its citizens.

3.9 Glossary

Contracting Out: It is the process of purchasing of services from an outside organisation or the obtaining of services from the private sector. Through the instrument of contract, the relation between the parties are managed and regulated.

Re-distributive Policy: Policy designed to take taxes from certain groups and give them to another group.

Utilitarianism: Philosophy of the greatest good for the greatest number of people.

3.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 3.3

Self-Check Exercise 2: Ans 1. Refer 3.4

Self-Check Exercise 3: Ans 1. Refer 3.5

Self-Check Exercise 4: Ans 1. Refer 3.6

Self-Check Exercise 5:

Ans 1. Refer 3.7

3.11 References/Suggested Readings

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3.12 Terminal Questions

1. What is NPA? Elaborate its goals and anti-goals.
2. What is NPM and describe its main features.

Unit 4

E-governance: Concept, Rationale and Significance

Structure

- 4.1 Introduction

- 4.2 Learning Objectives
- 4.3 Concept of E-governance
Self-Check Exercise - 1
- 4.4 Scope of E-Governance
Self-Check Exercise - 2
- 4.5 Significance of E-Governance
Self-Check Exercise - 3
- 4.6 Future Technologies and Challenges
Self-Check Exercise - 4
- 4.7 Summary
- 4.8 Glossary
- 4.9 Answers to Self-Check Exercises
- 4.10 References/Suggested Reading
- 4.11 Terminal Questions

4.1 Introduction

E-governance involves creating a collaborative digital environment where all stakeholders can access information and contribute to the organization's digital strategy. A key aspect of this framework is ensuring accountability, which requires designing systems that minimize risks while maximizing opportunities. The evolving field of digital era governance addresses the rapidly changing societal landscape, aiming to identify and analyze complex future policy scenarios based on current trends and informed projections. This approach utilizes evidence-based social foresight to examine how citizens and public service organizations can adapt to and navigate these emerging challenges effectively.

A crucial aspect of digital governance is defining decision-making authority. A well-structured framework outlines the decision-making powers of various digital teams while integrating key principles such as accountability, transparency, and collaboration. To effectively implement a strong governance framework, it is essential to begin by designing an operating model for digital activities. This model should clearly articulate objectives, performance metrics, and

strategies for achieving those goals. Additionally, e-governance involves the collection, storage, and processing of large volumes of data, which raises significant concerns regarding security and privacy. It is necessary to safeguard sensitive citizen data from exploitation, unauthorized access, and breaches. E-governance systems are vulnerable to cyber threats such as data leaks and hacking. Securing infrastructure, citizen data, and government systems requires robust cybersecurity safeguards. E-governance requires reliable internet connectivity and digital infrastructure. But there are significant inequalities in digital access and expertise, creating a digital divide that hinders equitable access to and involvement in e-governance services, particularly for marginalized people. All citizens must be included in and able to access e-governance initiatives, especially those who have low technological skill, language barriers, or impairments. Making sure that e-governance is inclusive and accessible for all citizens of country.

4.2 Learning Objectives

After going through this lesson the students will be able to know

- The Concept of Digital Governance
- Scope of Digital Governance
- Upcoming Technologies in the World

4.3 Concept of E-governance

Since the 1990s, governments all over the world have been working to enhance the public service delivery systems; this trend has been known as "reinventing government." Information and communication technology (ICT) has advanced quickly, allowing governments to reinvent themselves and better meet the demands of a multicultural society. Put another way, the information era has permanently changed the institutions and processes of service delivery while also redefining the fundamentals. The vision is an expression of the desire to change how government operates and interacts with its people. This worry gave rise to the idea of electronic government, or e-governance as it is more commonly known. Every democracy aims for a future where e-governance becomes the standard. E-governance refers to a framework that establishes accountability, roles, and decision-making authority for an organization's digital presence, including its websites, mobile sites, social media channels, and any other internet or web-enabled services. A well-structured digital governance framework reduces tactical debates about how to manage an organization's digital presence by clearly defining who on the digital team has the authority to make decisions in these areas. E-governance also involves a set of

strategies that a company uses to manage its digital content across various platforms. This includes activities such as developing a digital governance framework, determining decision-making authority, and ensuring data quality. Once these aspects are addressed and the framework is effectively implemented by leadership, the organization can expect a more productive environment for digital stakeholders and a more efficient, higher-quality digital presence.

E-governance plays a crucial role in ensuring that digital technologies are utilized ethically and responsibly while aligning with the objectives and values of an organization or community. It also helps mitigate risks such as cyber threats and data breaches. Effective digital governance can be established through various approaches, including policies, guidelines, training initiatives, and structured governance frameworks. As technology continues to evolve, digital governance must adapt continuously to address emerging challenges and advancements.

The use of ICT in government procedures to promote good governance is known as e-governance. To put it another way, e-governance is the use of ICTs by the public sector to enhance the delivery of information and services, promote citizen involvement in decision-making, and increase the accountability, transparency, and efficiency of government. E-governance, according to the Ministry of Information and Technology, encompasses far more than just computerizing isolated back office functions. It suggests a significant overhaul of how the government is run as well as new duties for the executive, judicial, legislative, and public sectors. E-government, then, is the modernization of government procedures and operations through the use of ICT tools to change how it provides for its citizens. According to the World Bank, e-government is the use of information technologies (such as mobile computing, the internet, and wide area networks) by government agencies. These technologies have the power to change how government interacts with businesses, citizens, and other branches of government. It is the application of technology to improve citizen, business partner, and employee access to and delivery of government services.

- **Self-Check Exercise 1**

Q1. Elaborate briefly on the concept of E-governance.

4.4 Scope of E-governance

The term scope signifies the length and breadth of the applications where digital technologies can be used in the governance of the country. A variety of stakeholders are involved in the effective functioning of government. The term consists of the digital interactions between:

G2C – This approach enables citizens to benefit from the efficient delivery of a wide range of public services, significantly enhancing service quality. In this model, the government ensures transparency by directly informing citizens and providing necessary services in an accessible manner. The primary objective of Government-to-Citizen (G2C) initiatives is to offer a one-stop online platform for individuals to access information and services seamlessly. A key component of the Common Service Centres (CSC) scheme under the Digital India Programme is the delivery of G2C services. The Digital Seva portal integrates various G2C services from Central Government Ministries, departments, and state-specific offerings, ensuring their availability to citizens in rural and remote areas through the extensive CSC network. This initiative bridges the digital divide and promotes inclusive access to essential services.

G2B – The business community engages with the government through efficient governance tools when accessing services such as permits, licensing, procurement, and revenue collection. The digital revolution aims to simplify business operations within the country. The primary goal of Government-to-Business (G2B) interactions is to minimize administrative burdens, provide a centralized access point for information, and facilitate seamless digital communication using e-business standards like XML. For businesses, G2B interactions enhance awareness of government opportunities, reduce costs, and improve transaction efficiency. Meanwhile, governments benefit from lower procurement costs, increased efficiency, and additional channels for selling surplus assets.

G2G – Government-to-Government (G2G) interactions involve collaboration between various government departments, union and state governments, or different state governments to enhance efficiency, performance, and overall output. G2G refers to the electronic exchange of data and information systems among government agencies, departments, or organizations. The primary objective of G2G initiatives is to strengthen e-governance by improving communication, data accessibility, and information sharing. These services operate at both domestic and international levels, facilitating transactions between central and state governments, state and local governments, and various departments, agencies, and bureaus.

A notable example of G2G implementation is Khajane, a pioneering e-Governance initiative by the Karnataka state government. It is the first project of its kind in India to fully digitize treasury operations, streamlining financial management and ensuring transparency.

G2E – ICT tools enhance the speed and efficiency of interactions between the government and its employees, enabling faster communication and decision-making. Employees feel more informed when making decisions and can relay their work to higher authorities in real time. Government-to-Employee (G2E) services are designed specifically for government personnel, offering digital solutions such as online payroll services, tax information access, and human resource training and development programs. These services improve the overall functioning of government operations and interactions with citizens. A key aspect of G2E e-services is employee empowerment, which fosters greater accountability and efficiency within the system.

E-samarth is a G2E initiative of the Controller General of Accounts.e-Samarth follows a very transparent approach in providing a comprehensive resource of GPF-related information through a website open to all account holders and accounting units.

- **Self-Check Exercise 2**

Q1. What are the scope of length and breadth of e-governance?

4.5 Significance of E-governance

The technological advancements in every field have led to governments adopting modern age practices to reach to the masses. To bring transparency and allow people to take active participation in governance, the governments all over the world are taking the help of the technology.

For government

- It saves the cost of physical monitoring and administration and thus leads to cost saving for the government. Now there will be efficient usage of public funds as they will be less prone to neglect and waste expenses.
- It will remove the barriers and make the government better at administration and thus result in better governance.
- It will increase the data collection and thus will help the administration in better evaluation, implementation, and better scheme outcomes.
- Public policies result in better outcomes and hence public trust in administration will

also increase with the reduced gap because of minimum government and maximum governance.

- Increased accountability, coordination, and communication will arise from efficient file transfers and work delegation.
- It will lead to better accessibility as the online resources are easier to find and thus the issues of loss and duplication will be reduced.

For Citizens

- It will empower the citizens to hold the government accountable for their work and policies, and thus increased transparency will lead to an empowered citizenry, as the digital services due to their inclusivity goes beyond the geographical barriers and thus increases the scope of governance.
- E-Governance leads to speedy justice delivery and resolves grievances faster and thus increasing the public trust and faith in the governance system.
- E-Governance reduces the gap between the citizens and the government to a large extent, especially those who are vulnerable and historically lacked access like women, Dalits, and tribals.
- Women-centric schemes are better implemented and the data collection, on the implementation of schemes, crimes prevailing, trends followed, etc are better gathered through e governance, same is true for other sections of society.

For Business

- It helps in ease of doing business by making the compliance and performance better. With digital resources the businesses can now expand their market and client base beyond the geographical barriers and thus leading to the country's growth and development and balance of trade.
- With a paperless economy and fewer physical requirements the process of setting, maintaining, and coordinating businesses has become better and faster and thus results in reduced delays.

Others

Post COVID era: The government stressed the need for right and optimum use of e-governance initiatives especially in the post COVID era. It has provided flexible timings and helped people especially employees during COVID pandemic.

Ease of life: The purpose of e- governance is to bring ease of life for common citizens.

One nation-one portal: Over grievances and redressal, the linking of the Centralized Public Grievance Redress and Monitoring System with that of the states is almost done realizing Prime Minister's vision for one nation-one portal.

Simplification: To support and simplify governance for government, citizens, and businesses.

Transparent and accountable: To make government administration more transparent and accountable while addressing the society's needs and expectations through efficient public services and effective interaction between the people, businesses, and government.

Corruption: To reduce corruption in the government.

Speedy delivery: To ensure speedy administration of services and information.

To reduce difficulties: for business, provide immediate information and enable digital communication by e-business.

- **Self-Check Exercise 3**

Q1. What is the significance of e-governance in modern society?

4.6 Future technologies and Challenges

Frontier technologies are defined as potentially disruptive technologies that can address large-scale challenges or opportunities. Frontier technology is the next phase in the evolution of modern technology. It is the intersection where radical forward-thinking and real-world implementation meet. For example AI, robotics, 3D printing, and the Internet of Things, etc. Frontier technologies have unlocked new routes to prosperity through agriculture, manufacturing, trade in services, the linking of informal and formal sectors, and domestic interconnectivity. They have enormous potential to improve government administration and the delivery of public services.

Quantum computing relates to computing made by a quantum computer. Compared to traditional computing done by a classical computer, a quantum computer should be able to

store much more information and operate with more efficient algorithms. This translates to solving extremely complex tasks faster.

Associated Challenges

Digital Exclusion: Since “Information and Communication Technology (ICT)” infrastructure forms the foundation of many frontier technologies, there is a risk of it deepening the existing digital divide, leading to a new technological gap. By 2023, an estimated three billion people may still lack internet access, with many more unable to fully benefit from digital advancements. This disparity raises concerns that the advantages of frontier technologies may not reach the world’s most disadvantaged populations, further exacerbating global inequalities.

Uncertain Future of Work: In the coming decades, the jobs of 785 million workers, that’s equivalent to over 50 % of total employment in the Asia-Pacific region could be automated.

Trust and Ethical Questions: Frontier technology itself is not the issue; rather, the ethical concerns surrounding privacy, ownership, and transparency pose significant challenges. As the global population is expected to reach ten billion by mid-century, managing these technologies responsibly will become increasingly complex. Ensuring ethical governance and equitable access to these advancements will be crucial in addressing the evolving challenges of a rapidly changing world.

Developing countries, in particular, are starting from a difficult position, because they are already grappling with the challenges of low human capital, ineffective institutions, and a difficult business environment.

Issues in Implementation

Lack of computer literacy: India is still a developing country and a vast majority of the citizens lack computer literacy which hinders the effectiveness of e-governance.

Lack of accessibility: to the internet or even computers in some parts of the country is a disadvantage to e-governance.

E-Governance results in a loss of human interaction: As the system becomes more mechanized, lesser interaction takes place among people.

Risk: It gives rise to the risk of personal data theft and leakage.

E-Governance leads to a lax administration: The service provider can easily provide excuses for not providing the service on technical grounds such as “server is down” or “internet is not working”, etc.

- **Self-Check Exercise 4**

Q1. Explain the emerging technologies and their challenges?

4.7 Summary

Today, e-governance, the newest paradigm in public administration, is a global phenomenon. E-governance's speed and openness offer the potential to improve public administration's responsiveness and efficacy. As pilot projects come to an end, it is clear that the continued growth of e-governance will require a strong institutional framework to allow public administration to coordinate and manage the myriad organizational and technical changes that are occurring at all levels of government. It is now necessary to concentrate on the implementation problems, particularly those pertaining to cross-level applications and the institutional framework, in order to achieve more significant changes in governance.

4.8 Glossary

E- governance : The use of technology enhances access to and the delivery of government services, improving efficiency and accessibility for citizens, businesses, and government employees. Digital platforms, automation, and e-governance initiatives streamline processes, reduce bureaucratic delays, and promote transparency. By leveraging technology, governments can provide faster, more inclusive, and citizen-centric services while fostering better engagement with stakeholders.

ICTs : Information and Communication Technologies (ICT) encompass a wide range of tools and systems that facilitate communication, data management, and decision-making. These include radio, computers, the Internet, Intranet, websites, and satellites, along with advanced systems such as databases, knowledge management systems, expert systems, Geographic Information Systems (GIS), and Management Information Systems (MIS). Additionally, technologies like video and audio conferencing enable seamless remote collaboration and real-time communication, enhancing efficiency in various sectors, including governance, education, and business.

State Wide Area Network: networks linking the state headquarters right up to the block level through National Informatics Centre Network.

National E-governance: The initiative aims to implement 25 Mission Mode Projects at the central, state, and integrated service levels to establish a citizen-centric and business-friendly governance environment. It focuses on developing governance and institutional frameworks, building core infrastructure, formulating key policies, and leveraging private sector expertise and financial resources to drive national e-governance efforts. This approach enhances service delivery, improves transparency, and fosters digital transformation in public administration.

4.9 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 4.3

Self-Check Exercise 2: Ans 1. Refer 4.4

Self-Check Exercise 3: Ans 1. Refer 4.5

Self-Check Exercise 4: Ans 1. Refer 4.6

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<https://publicadministration.un.org/en/Research/UN-e-Government-Surveys>

4.11 Terminal Questions

1. What is e-governance and explain its scope.
2. What is the future of e-governance and its upcoming challenges?

Unit 5

Theories of Organization - Classical, Neo-classical and Modern Theory

Structure

- 5.1 Introduction
- 5.2 Learning Objectives
- 5.3 Classical Theories
 - Self-Check Exercise - 1
- 5.4 Neo-Classical Theories
 - Self-Check Exercise - 2
- 5.5 Bureaucratic Theory
 - Self-Check Exercise - 3
- 5.6 Behavioral Theories
 - Self-Check Exercise - 4
- 5.7 Modern Theories
 - Self-Check Exercise - 5
- 5.8 Summary
- 5.9 Glossary
- 5.10 Answers to Self-Check Exercises
- 5.11 References/Suggested Reading
- 5.12 Terminal Questions

5.1 Introduction

The process of identifying and classifying the tasks that need to be completed as well as defining and establishing the authority-responsibility connections is referred to as organizing. This makes it possible for workers to collaborate most successfully in order to accomplish the goals of the company. Generally speaking, organizing means figuring out and setting up the people, things, equipment, and finances an organization needs to reach its objectives. Organizing, in a narrow and practical meaning, refers to specifying the roles and responsibilities of those who work for you and deciding how their tasks will be carried out. In other words, the outcome of the organising process is an Organisation consisting of a group of people working together for the achievement of one or more common objectives. Organization as a deliberately planned social body with a well-defined boundaries that operates largely continuously to accomplish a common purpose or set of aims. Consequently, it may be said that an organization is a social and economic institution where a variety of people execute activities to fulfil present objectives. This aids them in achieving their own objectives, such as socioeconomic satisfaction, which they are unable to do on their own. In a similar vein, it is a system of precisely defined actions that are purposefully created to enable organizational members to collaborate successfully toward a common objective.

The characteristics of an organisation are as follow:

Group of People: An organization is formed when individuals come together with a shared purpose, collaborating and contributing their efforts toward a common goal. It functions as a structured entity where collective efforts drive progress and achieve desired objectives.

Division of Work: Establishing an organization requires dividing the overall work into specific activities and functions, ensuring tasks are assigned to individuals based on their skills, abilities, and experience. This structured approach enhances efficiency and facilitates smooth operations within the organization.

Common Purpose: Every organization is established with a set of goals that are distinct from the personal objectives of its employees. The shared purpose of the organization serves as the foundation for collaboration and cooperation among its members, ensuring collective efforts are aligned toward achieving common objectives.

Vertical and Horizontal Relationships: An organization fosters cooperative relationships among various departments, divisions, and hierarchical levels, ensuring smooth interaction

between superiors and subordinates. Key functions such as production, marketing, and finance are integrated to achieve effective coordination. Clearly defining the duties and responsibilities of each role helps unify efforts, enabling the organization to work efficiently toward its common objectives.

Chain of Command: In an organization, superior-subordinate relationships are structured based on authority, which flows from higher levels of management to lower levels, creating a hierarchical chain. This structure, known as the chain of command, establishes clear lines of authority and communication, ensuring efficient decision-making and organizational control.

Dynamics of Organisation: In addition to formal structural relationships based on roles and functions, organizations also involve interactions influenced by sentiments, attitudes, and behaviors of individuals and groups. These informal relationships add a dynamic element to organizational functioning, fostering collaboration, workplace culture, and overall effectiveness.

5.2 Learning Objectives

After going through this lesson the students will be able to know

- Classical and Neo-classical Theories
- Bureaucracy
- Behavioral and Modern Theories

5.3 Classical Theories

Three streams contributed to the development of classical theory: bureaucracy, administrative theory, and scientific management. Around 1900–1950 AD, these elements of classical theory were established based on comparable presumptions. These elements expand on the notion of structure within the meaning of structure. As a result, the definition of an organization was given as a system of connections, authority, goals, responsibilities, actions, and other elements that arise from people working together.

Between 1890 and 1930, F.W. Taylor and associates developed the scientific management strategy, which aimed to ascertain the most effective scientific way for carrying out any activity as well as for hiring, developing, and inspiring employees. Frederick W. Winslow

Taylor and other contributors Frank Gilbreth, Lillian Gilbreth, and Henry Gants, in particular investigated how to use people effectively in industrial organizations, especially on the factory floor. The founder of scientific management is recognized as Taylor (1856–1915), an engineer by background. Rather than depending on traditional labour, Taylor built its own style of management on production line time studies. On a number of operations, he examined and adjusted the movements of steelworkers. Based on time analysis, he dissected each task into its constituent parts and devised the most efficient way. He determined the optimal amount of work employees could achieve using the available tools and resources, while also motivating employers to reward more productive workers with higher pay. This approach, based on a scientifically calculated rate, aimed to benefit both the company and its employees. Workers were encouraged to exceed their previous performance levels to increase their earnings—a system Taylor referred to as the differential rate system. The advancements in modern production owe much to the principles of scientific management. Beyond industry, its efficiency methods have been adapted to various tasks in non-industrial settings, from fast-food operations to surgical training. Taylor was unwavering in his belief that workplace efficiency could be enhanced through meticulous scientific analysis. He promoted an empirical, detailed, and inductive examination of each role to identify the most effective way to structure work processes.

Scientific management primarily focused on enhancing the productive efficiency of individual workers at the operational level. However, it did not adequately address the role of managers or their functions within the broader organizational structure. Around the same period, during the early 20th century, Henri Fayol, a director of a coal mining company in France, conducted a systematic analysis of the management process. His approach to studying management, often referred to as the process or functional approach, emphasized the broader responsibilities and functions of managers within an organization.

According to Fayol, the activities within any organization can be categorized into six interconnected operations: technical, commercial, financial, security, accounting, and administrative or managerial functions. He examined the nature of managerial tasks and the skills required for them, areas that had previously received little attention from other thinkers. Fayol believed that the management process was universally applicable and identified five key elements: forecasting and planning, organizing, commanding, coordinating, and controlling. He defined management as the process of carrying out specific functions, such as planning and organizing, which were essential for managers at all levels of an organization,

across all industries, and in every country. Fayol stressed that management required specific skills that could be developed through systematic instruction and training. Once acquired, these skills could be applied to various types of institutions, including religious organizations, schools, political entities, and industrial enterprises.

Bureaucracy is a social structure that evolved and became refined during the Industrial Revolution as a means to organize and manage the operations of businesses and institutions. It refers to a system where governance is carried out by officials, either directly or indirectly. Bureaucracy is characterized as an organizational framework in which roles, responsibilities, and relationships among individuals and positions are explicitly defined, strictly regulated, and controlled through formal authority. Any deviation from established rules and procedures is treated with significant seriousness. The concept of bureaucracy was systematically developed by Max Weber (1864–1920), who described his model of organization as an ideal type. Weber's theory emphasized the importance of hierarchy, rules, and impersonal relationships in creating an efficient and rational organizational structure.

According to Max Weber, every organization can be understood as a framework of activities (means) aimed at achieving specific goals (ends). Each organization establishes a system of specialization, or division of tasks, along with a set of structured rules and procedures designed to maximize efficiency and productivity. Weber argued that the bureaucratic structure is the most effective way to achieve the highest level of efficiency, making it the most rational and systematic method of managing and controlling human activity within an organization. He believed that bureaucracy surpasses other organizational forms in terms of precision, stability, discipline, and reliability, making it an ideal model for achieving consistent and predictable outcomes.

Weber sought to identify the various factors and conditions that have driven the growth of bureaucracy in modern times. The rise of modern organizations and corporations significantly contributed to the expansion and widespread adoption of bureaucratic structures. Despite its drawbacks, bureaucracy has become essential for managing complex organizations effectively. A key factor behind the superiority of bureaucracy is the increasing importance of technical knowledge and advancements in modern technology. Whether an economic system is capitalist or socialist, a significant level of bureaucratic specialization is necessary to achieve high organizational efficiency. Weber also emphasized the role of the capitalist system in shaping modern bureaucracy. The stable functioning of capitalism requires a well-

organized administration and a predictable state structure. Additionally, capitalism is seen as the most rational economic foundation for bureaucratic administration, further reinforcing its development. In essence, bureaucracy, despite its flaws, has become an integral part of modern organizational systems.

- **Self-Check Exercise 1**

Q1. Explain the foundations of classical theories with examples.

Q2. Briefly explain difference between Taylor and Fayol.

5.4 Neo-classical Theories

The classical theory laid the groundwork for the neo-classical theory, also known as the human relations school of thought. This theory represents an extension, enhancement, and refinement of classical principles. Its core idea is that greater attention should be given to the social and psychological aspects of workers as individuals and as members of work groups. While the classical perspective emphasized structure, order, formal organization, economic factors, and objective rationality, the neoclassical approach shifted focus to the social and emotional dimensions of work.

The term “human relations” broadly describes the ways in which managers interact with their employees. The contributions of the human relations movement can be understood through two key components: the recognition of the importance of social dynamics in the workplace and the emphasis on addressing the emotional and psychological needs of workers to improve productivity and job satisfaction. This approach marked a significant shift in understanding organizational behaviour and management practices.

The renowned set of studies carried out at the Western Electric Co. between 1924 and 1933 gave rise to the human relations movement. Since many of these were carried out at Western Electric's Hawthorne plant, which is close to Chicago, they eventually came to be known as the Hawthorne Studies. Initially, the Hawthorne investigations were an attempt to look at the connection between employee productivity and the lighting in the workplace. In a few of the initial investigations, test groups who saw intentional lighting modifications and control groups whose lighting stayed the same throughout the trials were split up by Western Electric experts. The experiment's outcomes were unclear. Productivity increased in the test group when the lighting was improved, albeit irregularly. Additionally, there was a

trend for the test group's production to rise in poorer lighting circumstances. To further muddle the puzzle, the groups under control. The output increased throughout the studies despite the fact that the light remained constant. It's clear that factors other than lighting were affecting the employees' productivity. The human relations approach to management issues is predicated on the idea that contemporary organizations are social systems in which people's behaviour is governed by their social surroundings and interpersonal relationships.

It highlights the connection between the authority-responsibility dynamic between managers and staff and the psychological and social well-being of workers. The only way an organization can guarantee employees' complete collaboration and boost efficiency is by making them happy. It is recommended that management promote the formation of social groups among employees and facilitate their unrestricted expressing of opinions. Supervisors ought to understand the value of democratic leadership in order to allow for open communication and the participation of subordinates in decision-making.

To enhance the earlier notion of a rational individual driven by personal economic needs, Mayo introduced the idea of a social being influenced by social needs. He emphasized the importance of fulfilling relationships in the workplace, suggesting that employees respond more to group dynamics than to direct managerial control. While these findings may seem commonplace today, the neo-classical theory delves deeply into structural transformations within organizations and has significantly contributed to the study of human relations. The impact of neo-classical theorists can be seen as an evolution and refinement of classical theory.

The approach acknowledges that coordination and communication are critical to the motivation of human resources. Labour division received less attention than weariness and monotony. They believe that difficulties with people occur when they are not treated well. For instance, dysfunction or dissatisfaction will result if authority and responsibilities are not balanced. The cornerstones of effective management, according to neo-classical theorists, are communication, participation, and acknowledgment of human dignity. In the formal context of organizations, the importance of informal organization should not be undervalued.

- **Self-Check Exercise 2**

Q1. Explain the impacts Neo-Classical created in the field of public administration.

5.5 Bureaucratic Theory

Bureaucracy is a two-part word. “Bureau” refers to an office where business is conducted or a government agency, whereas “cracy” denotes a type of government. Therefore, bureaucracy suggests a kind of administration where state representatives make the majority of the choices. Therefore, bureaucracy is a type of government that is overseen or administered by state officers. The definition provided by Breslin, Harrop, and Hague is pertinent. "The organization that performs the duties and obligations of the state is the bureaucracy." The Industrial Revolution gave rise to capitalism, which in turn gave rise to the contemporary type of bureaucracy. The Western Conceptual Development “The era of Western absolute monarchy and the subsequent period of national sovereignty, stemming from social and economic advancements, were two pivotal moments in the formation of the contemporary notion of bureaucracy.” According to Bentham, a new class known as the middle class formed following the Industrial Revolution, the collapse of feudalism, and the fall of the aristocracy. This class was keen to take part in the state’s administrative tasks. Those in this class were educated, and their excessive enthusiasm for handling administrative matters gave rise to a new class of people who became known as bureaucracy over time.

Bureaucrats follow the law at all times and have a callous disregard for the needs of others. Bureaucratic decisions or actions are typically defined as those that are contrary to the interests of citizens. The organization has come under fire from the public due to its hierarchical structure, lack of public accountability, and disengagement from the people. The bureaucracy is a member of the “elite class of power.” Members of the bureaucracy typically originate from the richer segments of society in almost every nation. The concept of "bureaucracy" was first widely recognized through the work of German sociologist Max Weber. He argued that a centralized bureaucratic system is a fundamental and inevitable aspect of modern state structures. As administrative responsibilities become more complex and expansive, the technical expertise of trained and experienced individuals gains increasing significance. This, as Weber outlined in *Economy and Society: Vol. II*, ensures the continuity of certain functionaries within the system. He clearly demonstrated the origins of bureaucratic organizations and their enduring presence. According to Weber, bureaucracy is the only system capable of managing the complexities of modern administration effectively.

Characteristics of Bureaucracy:

According to Max Weber:

1. In bureaucracy office is arranged or ordered hierarchically like a pyramid. That is, officers hold office according to their rank. All the officers are subject to the higher authority.
2. A bureaucratic system is defined by its reliance on formal, written rules and an impersonal approach to administration. Authority is rooted in these established regulations rather than individual discretion. In other words, personal influence or human appeal holds no significance within this framework. Instead, laws and rules dictate operations, ensuring that all decisions are made based on systematic and methodical application of regulations.
3. All officials are recruited based on demonstrated efficiency and potential competence. They undergo specialized training to enhance their skills and expertise. Recruitment criteria are established with specific qualifications, though provisions for exceptions or relaxations may exist in certain cases. This ensures a well-trained and capable workforce in public administration.
4. In a bureaucratic system, each official is assigned a specific and clearly defined role, ensuring a structured division of labour. Officials are required to adhere strictly to their designated responsibilities, which are designed to require full-time commitment. This specialization enhances efficiency, accountability, and orderly functioning within the organization.
5. Officials are separated from the ownership of administrative resources, meaning they are responsible for managing and executing administrative functions without having any personal claim over the means of administration. Their role is limited to conducting governance and ensuring efficiency, without ownership or control over state assets and resources. This separation reinforces accountability, neutrality, and professionalism in public administration.
6. Officials who carry out their duties with competence are ensured job security, stable salaries, and opportunities for promotion. In a bureaucratic system, efficiency, merit, and integrity are recognized and rewarded, fostering a professional and motivated workforce committed to effective governance.

Max Weber proposed a model of bureaucracy that is normative in nature and can be applied to any large and complex organization. However, in practice, bureaucratic systems often fail to

fully align with these ideal principles. While bureaucracy is essential for managing large and intricate organizations efficiently, it is also frequently criticized for its rigidity and inefficiencies, making it a necessary but sometimes problematic aspect of administrative structures. Following demerits have been pointed out in the bureaucratic model by various scholars:

Rigidity: A rigid organization often struggles to recognize innovation as a vital element for growth and adaptability. While bureaucracy aims for efficiency and order, its excessive reliance on rules can stifle initiative and creativity. Over time, this rigidity may hinder progress, making the organization obsolete in a constantly evolving environment.

Impersonality: In a bureaucracy, relationships are primarily contractual and secondary rather than personal and intrinsic. The principles of impersonality, anonymity, and value neutrality often conflict with the fundamental need for close cooperation within an organization. This detachment can hinder effective collaboration between individuals and bureaucratic structures. As a result, the absence of personal involvement may lead to decreased motivation and lower productivity levels.

Delegation: Bureaucracy is often criticized for issues related to delegation, particularly during operational stages. Bureaucratic staff tends to centralize power at higher levels, resulting in minimal delegation of authority and responsibilities to lower ranks. This lack of delegation slows decision-making processes, causing unnecessary delays in organizational operations.

Goal Displacement: Strict adherence to rules and regulations can lead to goal displacement, where the focus shifts from achieving organizational objectives to merely following procedures. Instead of serving as a means to enhance efficiency, rules become an end in themselves, often disregarding whether they contribute to the actual success of the organization.

- **Self-Check Exercise 3**

Q1. Elaborate the core features of bureaucratic organisations.

5.6 Behavioral Theories

Behavioural movement came into existence in the discipline of public administration in the late 1930s and early 1940s along with the Human Relations Movement. Both of these movements primarily deal with human element in the organization which was not given due importance previously by the classical scholars. However, the former has a bearing with the inter-personal

relationships of the organizational employees while the latter deals with the inside of human being having focus on the place of his values and sense of rationality'. Behaviourists believed in the philosophy that understanding of inside of the man is as important as inside of the organization. A comprehensive understanding of organizational working is difficult without an inside understanding of its employees.

Initiated with the Human Relations Movement it was later extended and developed by Chester Barnard and Simon. This movement in this discipline gained popularity after Second World War. This approach primarily focused on the study of human behaviour in different administrative settings. It emerged as an alternative to provide realistic description of how people actually behave in the organization. It considers administrative system as a pattern of behaviour that depends on a network

of human relations. It emphasizes on conducting and promoting scientific research relating to human behaviour. Various scholars adopted this approach while conducting several cross-national, cross-cultural, cross-temporal and inter-institutional studies in administrative behaviour. These studies ultimately proved significant in the development of the sub-discipline of comparative public administration. Behavioural approach refers to the scientific study of human beings in diverse administrative settings.

The subject matter of this approach is human behaviour and it derives all conclusions there from. It tries to understand why officials and public employees act as they do. It applies various tools from behavioural science to understand human behaviour in varied administrative situations. Instead of focusing on rules and regulations; it conducts scientific study of individual and group behaviour in different cultural contexts. To this end the organizations have been viewed as a social system where interpersonal relations among the employees and their informal communication are given due weight. It is believed that understanding of internal dynamics of administration has a direct bearing with the behavioural understanding of its employees

The genesis of Behaviouralism in Public Administration can be traced to the Elton Mayo's Hawthorne Experiments, conducted during 1928-32. These experiments succeeded in highlighting the importance of human dynamics in administration by challenging the mechanistic character of the classical scholars work. The Hawthorne studies not only confirmed the existence of informal organizations within formal structure but also brought to light the importance of human relations in influencing the organizational performance. Prior to

him, the writings of M.P. Follet inspired new thinking in this discipline. Her contribution to the development of behavioural approach cannot be overlooked.

Rather, her writings can be regarded as precursor to the human relations as well as behavioural movement. The human relations movement was further strengthened by Chester Barnard with the publication of his landmark work entitled “The Functions of the Executive” in the late 1930s. He remained associated with the New Jersey Telephone Company in several capacities and had rich administrative experience. Essentially, he belongs to the Human Relations School and is prominent among those who realized the importance of human element. However, within this school, ‘he may be said to be the initiator of the behavioural approach. Simon was the next contributor to this approach in the field of public administration. He was very much influenced by the pioneer works of M.P. Follet on group dynamics in organizations and Human

Relations approach of Elton Mayo. Besides this, Barnard’s famous work (Functions of the Executive) also had deep imprints on Simon’s thinking. In essence, many of Barnard’s ideas are found in Simon’s prime work Administrative Behaviour. Simon tried to provide a sound basis to this approach.

- **Self-Check Exercise 4**

Q1. How behavioural theories are mark a departure from classical theories.

5.7 Modern Theories

Both macro and micro dynamic conditions are taken into account by contemporary organization theory. It acknowledges the significant shifts that are occurring in society. The opinions of several organization theorists are compiled into contemporary organization theory. Because the theory revolves around the idea of a system, it is sometimes referred to as system theory.

Systems Theory: Organizational realities have been analysed from various perspectives, leading to the development of diverse theories. As a result, there is a growing need to view organizations as integrated entities. Advances in scientific knowledge have facilitated the development of general systems theory, which aims to unify different fields of study. The systems approach is particularly useful for examining complex public organizations with intricate structures that operate within broader social, political, and economic contexts. From an open systems perspective, an organization sustains itself by acquiring inputs from the external environment, processing them internally, and generating outputs. These input-processing-

output cycles enable the organization to function and evolve. Systems thinking provide a holistic understanding of an organization, emphasizing the interconnections between its various components.

Contingency Theory: The modern approach to organization theory emphasizes the importance of dynamic interaction with the environment and other situational factors that influence organizational design. Two significant perspectives are particularly relevant in this context, as they aim to identify key situational determinants. The first highlights the role of technology in shaping organizational design, while the second underscores the importance of the external environment. Technology refers to the methods and processes organizations use in their workflow to convert inputs into outputs. This concept applies to all types of organizations, whether they are production-oriented or service-oriented. The impact of technology is evident in the activities that facilitate the transformation of resources into products or services. On the other hand, the role of the environment in managerial functions has led to the development of management ecology. This perspective recognizes that individuals and their organizational environments interact in complex ways, and the organization itself interacts with its external environment. Therefore, effective management requires a deep understanding of both the internal dynamics and the external environment in which the organization operates. This holistic view helps organizations adapt and thrive in changing conditions.

- **Self-Check Exercise 5**

Q1. Explain some of the modern theories of public administration.

5.8 Summary

An organization is the deliberate planning and coordinating of the actions of several individuals or workers toward the achievement of a shared explicit aim or objective through the delegation of tasks and responsibilities and the establishment of a hierarchy of authority and accountability. When two or three people need to collaborate to accomplish a common objective, an organization is required. The outcomes are probably going to be unsatisfactory if they don't have a methodical and cooperative relationship. James D. Mooney correctly notes that even for short-term tasks like carrying a big stone, an organization is required whenever two or more people must pool their resources to achieve a common goal. We are living in a world of organisations. For every aspect we find one or other organisation to provide services.

5.9 Glossary

Chain of Command: The line of authority running from the top to the bottom of the organisation

Departmentation: Grouping of various activities on some well-defined basis.

Differential Piece Rate: Piece rates of wages which apply differently to efficient and inefficient workers.

Hawthorne Studies: Experimental studies conducted to find out what factors motivate workers on the shop floor for improved performance.

Human Relations Approach: Motivating employees with a satisfying work environment and fulfilment of their social and psychological needs.

5.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 5.3

Self-Check Exercise 2: Ans 1. Refer 5.4 Ans 2. Refer 5.4

Self-Check Exercise 3: Ans 1. Refer 5.5

Self-Check Exercise 4: Ans 1. Refer 5.6

Self-Check Exercise 5: Ans 1. Refer 5.7

5.11 References/Suggested Readings

Bertram Gross: the Managing of Organisations (London: Free Press, latest ed.).

C.P. Bhambri: Public Administration Theory & Practice (Meerut: Educational Publishers, latest ed.).

Felix, A. Nigro & C. Nigro: Modern Public Administration (New York: Lloyd Harper & Row, Latest edition) 1989

5.12 Terminal Questions

1. Explain the differences between classical and neo-classical.
2. Discuss regarding bureaucracy and its core features.

Unit 6

Approaches to the Study of Public Administration

Structure

- 6.1 Introduction
- 6.2 Learning Objectives
- 6.3 Behavioral Approach
 - Self-Check Exercise - 1
- 6.4 Structural Functional Approach
 - Self-Check Exercise - 2
- 6.5 System Approach
 - Self-Check Exercise - 3
- 6.6 Public Choice Approach
 - Self-Check Exercise - 4
- 6.7 Developmental Approach
 - Self-Check Exercise - 5
- 6.8 Summary
- 6.9 Glossary
- 6.10 Answers to Self-Check Exercises
- 6.11 References/Suggested Reading
- 6.12 Terminal Questions

6.1 Introduction

Public administration plays a vital role in society, serving as a cornerstone in both developed and developing nations. As an academic discipline, it examines government structures and processes to ensure the efficient implementation of public policies and functions. It emphasizes governance, policy execution, and administrative effectiveness, contributing to the development of well-organized and accountable public institutions. Essentially, public administration bridges theory and practice, combining conceptual frameworks with real-world application. A theory represents a systematic collection of principles that provide a structured approach to understanding a subject. It organizes key knowledge into a coherent framework, offering a concise explanation of facts and a logical set of assumptions from which empirical laws or principles can be derived. When constructing a theory, it is essential to employ a scientific methodology to analyze and interpret specific phenomena, ensuring a rigorous and evidence-based understanding. In the context of public administration, theory helps guide the efficient and equitable delivery of public services and the management of governmental operations.

Public administration, as a broad human activity, involves organizing people and resources to achieve collective social objectives. Since its establishment as a field of study, public administration has evolved significantly, addressing a wide array of complex challenges and responsibilities. Numerous scholars have attempted to define and explore its various dimensions, leading to diverse interpretations and approaches. The field is shaped by multiple perspectives, which influence its structure and functioning. As a result, public administration incorporates a variety of distinct methodologies, each tailored to address specific aspects of governance, policy implementation, and public service delivery. This diversity reflects the dynamic and multifaceted nature of public administration, enabling it to adapt to the ever-changing needs of society.

Every method presents an administrative activity from a specific angle. Generally speaking, the approaches can be separated into normative and empirical approaches. The normative method focuses on the ideal state of public administration, whereas the empirical

method examines the real-world administrative circumstances. Philosophical, historical, institutional, legal, and comparative perspectives are some examples of the conventional methods.

Like other social sciences, the philosophical approach is one of the oldest methods for studying public administration. Classic works such as the Santhiparva of the Mahabharata, Plato's Republic, Hobbes' Leviathan, and Locke's Treatises on Government exemplify this approach. It encompasses all aspects of administrative activities while also defining the principles and ideals that guide them, making its scope highly comprehensive. The historical approach, on the other hand, aims to reconstruct past administrative systems by examining them within a specific time frame and interpreting their evolution in chronological order. Societies with a rich historical background particularly benefit from this approach, as it helps identify the uniqueness of their administrative structures. Many administrative institutions can be better understood by analyzing their historical foundations through this perspective.

Growing dissatisfaction with the institutional-structural approach led to the rise of the behavioral approach in public administration. This shift emphasized the study of human behavior, decision-making, and interactions within administrative systems, focusing on how individuals and groups influence governance and policy implementation. Originating in the 1940s, this approach emphasizes the actual behavior of individuals and groups within organizations. It asserts that a true understanding of how organizations function requires an exploration of why people act the way they do. Additionally, this perspective recognizes the mutual influence between administration and its surrounding environment, leading to what is known as the ecological approach. Borrowing from biology, the term ecology signifies the interdependence between an organism and its environment. Similarly, in public administration, this approach highlights the dynamic interactions between administrative systems and external factors shaping their development and functioning.

6.2 Learning Objectives

After going through this lesson the students will be able to know

- Behavioural Approach
- Structural Functional Approach
- System Approach
- Public Choice Approach

6.3 Behavioural Approach

The behavioural approach to public administration emerged in response to growing dissatisfaction with the institutional-structural approach. Developed in the 1940s, this method focuses on the real-world actions of individuals and groups within organizations. It emphasizes that understanding the motivations behind people's actions is essential to comprehending how organizations truly function.

Administration is influenced by its surrounding environment, making it crucial to analyse the dynamics of this interaction. This perspective is known as the ecological approach. The term ecology, originally from biology, signifies the mutual dependence between a species and its environment, drawing a parallel to the relationship between administrative systems and their broader context.

The genesis of Behaviouralism in Public Administration can be traced to the Elton Mayo's Hawthorne Experiments, conducted during 1928-32. These experiments succeeded in highlighting the importance of human dynamics in administration by challenging the mechanistic character of the classical scholars work. The Hawthorne studies not only confirmed the existence of informal organizations within formal structure but also brought to light the importance of human relations in influencing the organizational performance. Prior to him, the writings of M.P. Follet inspired new thinking in this discipline. Her contribution to the development of behavioural approach cannot be overlooked. Rather, her writings can be regarded as precursor to the human relations as well as behavioural movement. In her famous work entitled "Dynamic Administration", she introduced concepts like law of situation, constructive conflict, democratic leadership, power authority and control etc. which led to inspire scholars from Harvard Business School under the leadership of Elton Mayo to conduct a series of experiments popularly known as Hawthorne Experiments. The findings of these experiments resulted in providing a serious jolt to the classical and scientific management thinking.

Behavioural approach is not an ideal approach as it does not believe in 'what should be' or 'what ought to be' rather it is an analytic approach and believes in 'what it is'. It conducts the analysis of human behaviour in different administrative settings. In contravention to the traditional outlook towards administrative problems and situations, this approach emerged as

a 'new' way of looking at these problems or situations. It is essentially concerned with the scientific study of human behaviour. This approach does not concentrate on "how the administrative functionaries should behave" rather it merely explains "how they actually behave?" Thus it analyses the effectiveness of the behaviour of administrative functionaries operating in different administrative systems in a comparative perspective. This approach believes in the interrelatedness of all social sciences and aims to make public administration 'interdisciplinary'. In the discipline of public administration, it draws heavily from different social sciences especially from sociology and psychology for analyzing administrative behaviour in different contexts. This phenomenon has been explained by Simon more precisely. According to him, this approach makes considerable use of propositions drawn from other social sciences and of empirical data on administrative behaviour to test such prepositions in organizational contexts.

This approach is centred on the human behaviour which cannot be tested in closed rooms. Thus it believes in the field testing or conducting empirical analysis of human behaviour. To this end, it utilizes various direct methods of data collection like field observation, controlled field experiments and laboratory studies. For instance, if we wish to study the behaviour of Haryana Police officials, we cannot conduct this study in laboratories; rather we shall have to go in the field to gather the relevant information about their behaviour.

- **Self-Check Exercise 1**

Q1. Explain the foundation of behavioral approach.

6.4 Structural Functional Approach

F.W. Riggs primarily employed the structural-functional approach to analyze administrative systems. This approach posits that in every society, certain critical functions are performed by various structures using specific methods. Riggs identified five key functions that every society must fulfill: economic, social, communication, symbolic, and political functions. These functional requisites also apply to administrative subsystems, where different structures execute various tasks in a defined manner. In the field of public administration, the structural-functional approach was first introduced by Dwight Waldo in 1955. Riggs adopted and expanded on this approach, developing his "agraria-industria" typology in 1956, which distinguished between agricultural (agrarian) and industrial societies. Riggs' models were

inspired by the societal structures of imperial China and the United States. He argued that all societies undergo a transformation from agrarian to industrial systems over time, reflecting a universal pattern of societal evolution. This framework provided a valuable lens for understanding the dynamics of administrative systems in different societal contexts.

In 1957, Riggs introduced an intermediate model called "transition," which represented societies undergoing transformation and exhibited characteristics of both agrarian and industrial structures. However, the typology of agrarian-transition-industrial faced criticism for its limitations. To better analyse administrative systems in developing countries, Riggs later developed the fused-prismatic-diffracted model. These ideal models fused, prismatic, and diffracted serve as theoretical frameworks for examining the evolution of administrative systems in pre-modern, developing, and developed societies. They provide a structured approach to understanding how governance and administration adapt across different stages of societal development.

Riggs developed his models based on the structural-functional approach. According to him, in a fused society, a single structure performs multiple functions. In contrast, a diffracted society has distinct structures assigned to specific functions. Between these two extremes lie prismatic societies, which exhibit characteristics of both fused and diffracted societies, blending traditional and modern elements within their administrative and social structures.

Riggs's analysis primarily focuses on key elements of social structures within prismatic societies and their interaction with the state administrative subsystem in such societies. His discussion of fused and diffracted societies is relatively brief, serving mainly to support his analysis of prismatic societies. To explain the administrative ecology of these societies, he developed the Prismatic-State model, identifying three key features: Heterogeneity, Formalism, overlapping. In *Prismatic Society Revisited* (1973), Riggs revised his theory by replacing the earlier one-dimensional approach (differentiation) with a two-dimensional perspective, incorporating both differentiation and integration. He further refined his classification, redefining diffracted societies as co-diffracted, ortho-diffracted, and neo-diffracted, while categorizing prismatic societies into co-prismatic, ortho-prismatic, and neo-prismatic types. His insights into administrative development provide valuable guidelines for policymakers across different nations.

- **Self-Check Exercise 2**

Q1. How structural functional approach helped in comparison of different administrative model across the world.

6.5 Systems Approach

The systems approach involves studying interconnected variables that form a unified system a cohesive unit or whole composed of multiple interrelated components. This approach is based on the assumption that a system operates through identifiable, consistent, and internally coherent patterns, where each element interacts with others. Together, these interactions create a self-regulating and balanced structure.

In essence, the systems approach emphasizes the interdependence of parts within a system and how their interactions contribute to the overall functioning and stability of the system. This perspective is widely applied in various fields, including public administration, to analyses complex organizations and processes by viewing them as integrated systems rather than isolated components. It is, thus, the study of a set of interactions happening between and yet analytically distinct from, the other larger system. The systems theory presumes:

- the existence of a whole on its own merit;
- the whole consisting of parts;
- the whole existing apart from the other wholes;
- each whole influencing the other and in turn, being influenced itself;
- the parts of the whole are not only inter-related but also interact with one another thereby creating a self-evolving work.

Systems theory focuses on understanding the structure, interactions, and functions of a system and its components, emphasizing how it sustains itself over time. Initially introduced in the 1930s by German biologist Ludwig Von Bertalanffy in the study of biology, this approach later influenced various fields, including public administration, by analysing organizations as interconnected and dynamic systems. Bertalanffy described a system as a collection of elements interacting. This approach is predicated on the notion that members of a group are connected to one another in one way or another and that these relationships are based on distinct processes. The concept of general systems theory was adopted by social scientists as a crucial instrument for the explanation of social events in the years following World War II. The systems approach, like other modern methodologies, has developed within a historical context. As traditional methods of studying comparative politics proved

inadequate, the need for a more scientific understanding became increasingly important. The influence of various disciplines, both in the natural and social sciences, along with their interconnectedness, provided a fresh perspective and reinforced the idea that scientific analysis is essential for comprehending political phenomena.

Over time, the focus shifted from studying constitutions and governments to analyzing political systems. The examination of political processes gained greater significance compared to the study of political institutions. In the post-World War II era, particularly in the United States, there was a notable transformation in the works of many scholars. They began integrating insights from other social and natural sciences, giving political studies a new empirical direction. This interdisciplinary approach enriched the field, enabling the exploration of numerous concepts and enhancing the depth of research findings.

While systems analysis may have originated from general systems theory, the two differ in several respects. Systems analysis focuses on applying systems thinking to specific problems, particularly in political and administrative contexts, whereas general systems theory provides a broader, more abstract framework for understanding systems across various disciplines. This distinction underscores the adaptability and practical relevance of the systems approach in political science and public administration. Equating systems theory with general systems theory is a fundamental philosophical error. While general systems theory presents a system as an entirely integrated entity, similar to the human body, systems theory acknowledges the independent existence and functionality of its individual components. The key distinction is that general systems theory emphasizes the organized unity of a system, whereas systems theory acknowledges unity in diversity. This is one reason why general systems theory has been less commonly applied to political and social analysis, while systems theory has proven effective in political studies. Systems analysis employs a set of concepts to understand the system itself, including system, subsystem, environment, input, output, conversion process, and feedback. A system consists of interrelated parts that exhibit behavioral patterns. When a system functions as part of a larger system, it is termed a subsystem. The environment refers to the context in which a system operates, while the boundary distinguishes the system from its surroundings. Inputs, in the form of demands and support, flow into the system from the environment, influencing its functioning and outcomes.

Systems analysis focuses on several key objectives. One of its primary concerns is maintaining the integrity of the system, which, according to Welsh, depends on its ability to

uphold order. To prevent chaos and system collapse, structured procedures are established for distributing resources, ensuring that members remain sufficiently satisfied. Another crucial aspect of the systems approach is its ability to adapt to environmental changes. Welsh argued that since environmental changes are inevitable, a system must adjust to these shifting realities. The approach also recognizes the inherent conflict between the necessity of responding to change and the pre-existing structural mechanisms within the system. It further explores the system's capacity to resolve such conflicts. The third major objective of the systems approach is its emphasis on goal realization. No system can sustain itself over a long period without clearly defining, pursuing, and achieving specific goals. Goal articulation and achievement are central to the system's long-term survival and effectiveness.

- **Self-Check Exercise 3**

Q1. Elaborate the core idea behind the system approach.

6.6 Public Choice Approach

Public choice theory applies economic principles to the study of political institutions and decision-making processes. Rather than focusing on how economic forces influence political events, it emphasizes using economic methods and analytical tools to examine political behavior, governance, and policy-making. This approach helps understand how self-interest, incentives, and institutional structures shape political decisions and outcomes. Public Choice is both a strategy and a process. It doesn't have any distinct subjects of its own. It covers the same ground as political science. Public choice researches the methods through which individuals express their choices and preferences in the political arena. It begs social scientists who research political and bureaucratic processes to refrain from assuming that officials behave in the "public interest" or with altruism. Instead, when politicians and bureaucrats take decisions, their own interests come first. Politicians may consider doing things to increase their chances of winning an election ticket or being re-elected. Similar to this, a bureaucrat may act with the intention of advancing in their profession or gaining more status and authority. Public choice advises us to give up on any idealistic notion of the reasons behind the actions of officials and adopt a more practical perspective.

A significant milestone in the evolution of public administration was the emergence of the public choice approach. Since the early 1960s, this school of thought has been developed by various scholars, offering a critical perspective on the bureaucratic model of administration. The public choice approach advocates for institutional pluralism in the delivery of public goods

and services, emphasizing the importance of multiple government entities and public agencies to better reflect consumer preferences. Vincent Ostrom, a leading figure in the public choice school, introduced the concept of democratic administration as an alternative to traditional bureaucratic administration. Ostrom argued that bureaucrats often prioritize self-interest over public welfare. While recognizing the importance of bureaucratic structures, he maintained that they are not sufficient to create an effective and responsive public service system. His democratic administration model gained recognition for emphasizing participatory governance and citizen-centered administration. Ostrom advocated for diverse democratic decision-making structures, greater public involvement in administration, and decentralized administrative authority. He contended that a rigid, hierarchical public service accountable to a single central authority would limit the broader administrative system's ability to address diverse citizen preferences for various public goods and services and adapt to different environmental conditions. Different organizational structures can be utilized for the provision of various public goods and services, and these entities can be coordinated through multi-organizational arrangements. In essence, the public choice approach seeks to develop a theory of organizations that aligns with consumer interests and individual preferences. The traditional monocentric, hierarchical, and bureaucratic model of administration has been criticized for being incompatible with the core values of humanist and liberal democracy. In contrast, the public choice school integrates public administration within the broader realm of politics, advocating for a governance model that prioritizes decentralization, competition, and citizen participation in decision-making. It presents an alternative framework for structuring political organizations in a way that enhances responsiveness and efficiency.

Public Choice theorists have offered a sharp and insightful analysis of the supply of public goods, particularly those that are not purely public, such as club goods. They have also expanded our understanding of collective action and convincingly argued that government failure is more prevalent than previously assumed. Their work has provided significant contributions to the theory of regulation and rent-seeking behaviour. The influence of Public Choice Theory on bureaucracy and increasing state expenditures is evident in the policies adopted by several countries since the 1980s. Starting with Margaret Thatcher in Britain, many nations have not only embraced the idea of "rolling back the state" and "downsizing government" but have also implemented these principles in practice. This has led to a greater role for the private sector and a reduction in the size of state and bureaucratic machinery in various countries. One of Public Choice Theory's most significant contributions to public

administration is its critical examination of bureaucracy-driven governance. By questioning the fundamental assumptions behind bureaucratic administration, the theory has sparked debates and reforms aimed at improving efficiency, accountability, and the overall effectiveness of government operations. This perspective has encouraged a shift toward more market-oriented and decentralized approaches in public administration.

- **Self-Check Exercise 4**

Q1. How is public choice approach is different from earlier approaches.

6.7 Developmental Approach

The term development administration was first introduced by U.L. Goswami in 1955 and later gained prominence through scholars such as Fred W. Riggs, Edward Weidner, Joseph La Palombara, and Albert Waterson. Edward Weidner was among the first to conceptualize development administration, defining it as an action-oriented, goal-driven administrative system aimed at steering organizations toward the realization of progressive political, economic, and social objectives.

The term has two interrelated meanings. Firstly, it refers to the administration of development programs specifically, the strategies used by large-scale organizations, particularly governments, to implement policies and plans that achieve developmental goals. Secondly, it involves enhancing administrative capabilities to effectively manage development initiatives. Most definitions intertwine these two aspects: the administration of development and the development of administration. According to Riggs, development administration and administrative development share a chicken-and-egg relationship, meaning that one cannot progress without the other. In modern governance, development administration focuses on the formulation and implementation of the four P's: plans, policies, programs, and projects all essential for driving systematic and sustainable development.

Characteristics of development administration

1. Change-orientation- The defining characteristic of development administration is its primary focus on socio-economic change. This forward-looking approach sets it apart from traditional administration, which primarily aims to maintain the status quo. Development administration emphasizes innovation, policy implementation, and institutional reforms to drive progress and improve societal well-being.

2. Result-Orientation: - Development administration has to be result-oriented since changes have to be brought about rapidly and within a definite time schedule.

3. Commitment to work – In development administration, the role of organizations extends beyond routine governance to actively driving socio-economic change. This approach emphasizes a strong commitment to achieving developmental objectives within specified timeframes. Bureaucracy, traditionally seen as impersonal and rule-bound, is expected to be more involved and emotionally invested in the tasks it undertakes. Officials are encouraged to go beyond rigid procedural adherence and work with a sense of purpose and urgency to ensure the successful execution of time-bound programs that contribute to national development.

4. Innovativeness: Development administration aims to reform or enhance existing governance structures and norms to align with evolving political and social contexts. It emphasizes adaptability, ensuring that administrative systems remain relevant and effective in addressing contemporary challenges. In essence, development administration is characterized by its dynamic and progressive nature, promoting innovative policies and proactive governance to drive sustainable growth and societal transformation.

5. Client orientation: - Development administration is fundamentally geared toward addressing the needs of marginalized groups, such as small-scale farmers, landless agricultural labourers, and rural artisans, particularly in developing nations. Its effectiveness is measured by the extent to which it fosters socio-cultural and politico-economic progress for these vulnerable communities. The success of development administration is thus evaluated not only by policy implementation but also by its tangible impact on improving livelihoods and promoting inclusive growth.

6. Citizen-participative orientation: - Development administration embraces an associative and participative approach, ensuring that governance is not just a top-down process but one that actively involves the people. Citizens play a crucial role in both the formulation and execution of developmental plans, policies, and programs. By encouraging participation, this approach fosters a sense of ownership, accountability, and responsiveness, ultimately making development initiatives more effective and sustainable.

7. Temporal dimension: - Since socio-economic changes need to be implemented as quickly as possible, time becomes a critical factor in development administration. The urgency to address issues such as poverty, inequality, infrastructure development, and public welfare requires

efficient and timely action. Development administration must prioritize swift decision-making, streamlined processes, and effective implementation to achieve meaningful progress.

8. Effectiveness of co-ordination:- Since development involves increasing specialization and professionalization, the number of agencies and organizations engaged in development tasks has significantly risen. This growth, while necessary to address complex socio-economic challenges, also creates the need for effective coordination among various administrative units and activities. Without proper coordination, efforts may become fragmented, leading to inefficiencies, duplication of work, and conflicting priorities.

9. Ecological perspective: - Development administration actively influences the political, social, and economic environment while also being shaped by it. As an open system, it continuously interacts with its surroundings, receiving feedback from society and adapting to emerging demands. This dynamic process enables it to respond effectively to changing needs and challenges, fostering progress and sustainable development.

- **Self-Check Exercise 5**

Q1. Explain some of the features of developmental approach.

6.8 Summary

Bureaucratic systems, in one form or another, have been institutionalized across almost all countries, whether developed or developing. Even monarchies and one-party states have incorporated fundamental bureaucratic structures and procedures into their governance frameworks. While the application of bureaucratic principles varies across different political systems, their presence remains a universal characteristic of modern administration. Max Weber's concept of bureaucracy represents an ideal type a theoretical model that serves as a benchmark rather than an exact representation of real-world bureaucracies. No administrative system fully aligns with this ideal in practice. It is important to recognize that criticisms of bureaucracy often stem not from flaws in the bureaucratic model itself but from the way bureaucratic systems function in reality. The inefficiencies and shortcomings observed in various countries are due to the implementation of bureaucracy rather than its theoretical foundations.

6.9 Glossary

Cost-benefit: By subtracting the total costs from the total benefits, the analysis determines the net benefit, helping policymakers and decision-makers assess the overall value and feasibility of a project or policy.

Outcome Evaluations: They focus on measuring the results of a program's activities and determining the extent to which it achieves its objectives, particularly in terms of its impact on the environment. These assessments help policymakers and stakeholders understand the effectiveness, sustainability, and long-term consequences of a program.

Stakeholders: "The many different persons who are involved in policy decisions and are affected by the results"

6.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 6.3

Self-Check Exercise 2: Ans 1. Refer 6.4

Self-Check Exercise 3: Ans 1. Refer 6.5

Self-Check Exercise 4: Ans 1. Refer 6.6

Self-Check Exercise 5: Ans 1. Refer 6.7

6.11 References/Suggested Readings

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6.12 Terminal Questions

1. How structural functional approach helped Riggs to develop CPA.
2. What is Developmental approach to public administration? Elaborate its features.

Unit 7

Principles of Organization

Structure

- 7.1 Introduction
- 7.2 Learning Objectives
- 7.3 Division of Work
 - Self-Check Exercise - 1
- 7.4 Hierarchy
 - Self-Check Exercise - 2
- 7.5 Unity of Command
 - Self-Check Exercise - 3
- 7.6 Span of Control
 - Self-Check Exercise - 4
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 - Self-Check Exercise - 5
- 7.8 Summary
- 7.9 Glossary
- 7.10 Answers to Self-Check Exercises
- 7.11 References/Suggested Reading
- 7.12 Terminal Questions

7.1 Introduction

Administrative effectiveness and success are dependent on both its workforce and its appropriate structure. Poor origination can result in redundant work, poor coordination, lax oversight, and inefficient delegation. However, a well-run firm would undoubtedly steer clear of all these flaws and enhance administrative productivity. Consequently, it's essential to comprehend what the corporation stands for. An organization is made up of individuals who collaborate to accomplish a common objective. In order to attain the organizational goal, a manager is crucial in organizing the people and operations, delegating power and responsibility, and connecting with others. He carries out the organizing, directing, managing, and planning tasks necessary for the organization to run well. In addition, new managerial approaches are needed to handle the organization's ongoing exposure to the dynamic environment. Extensive research on diverse facets of organization and management could yield appropriate methodologies for their efficient administration.

Organizations are now essential to our daily lives. Organizations aim to achieve goals and objectives that can be more effectively and efficiently attained by individuals working together. Organizations are what hospitals, schools, production facilities, and service centers are. Without the numerous organizations in our environment, our civilized way of life might come to an end. Thus, it is necessary for us to understand how an organization operates. Making the organizations in our community healthier and more productive is also crucial for a better future. When organizations are managed effectively, they can fulfill their intended purpose. Actually, an examination of organizations and an examination of their administration go hand in hand. An organization that is successfully managed may make integrated use of human input as well as its resources, which include cash, materials, machinery, employee motivation, the market, etc. Businesses can thrive and endure if they align all of their resources with the demands of the market. Effective organizations also focus on external elements such as the international market environment, the political, legal, social, and economic environments, among others. Within the current organization may be found individuals with strong organizational management skills. Otherwise, the right individuals can be found outside of an organization, whether it is a recently founded one or an existing one. Individuals who are currently employed by the company can be further groomed for more senior roles through career planning, on-the-job training, and developmental programs. By using appropriate recruitment and selection policies and procedures, it is possible to identify suitable external candidates for positions at different levels.

The general principles of organization are:

Division of Work: It is closely related to specialization. Division of work promotes more skills on a particular job, leading to more efficiency.

Authority and Responsibility: Authority is the vested power through the position one holds. Authority and responsibility go hand in hand. Authority is required to fulfil the responsibilities entrusted.

Discipline: By discipline, meant obedience, application, energy, and respect. Penalties should be judiciously applied, and supervision should be competent and fair.

Unity of Command: A subordinate should take orders from only one authority that in the absence of unity of command, authority is undermined, discipline is jeopardized, order gets disturbed, and stability gets threatened.

Unity of Direction: advocated that there should be only one head and only one plan.

7.2 Learning Objectives

After going through this lesson the students will be able to know

- Division of Work
- Hierarchy
- Unity of Command
- Span of Control

7.3 Division of Work

Any institution needs, at its core, a hierarchical structure with a powerful authority at the top. The authority must possess the necessary skills to effectively oversee the system. Each specialty needs management at its core. If there is no efficient management structure in place, any institution or niche would eventually fail. Henri Fayol presented his revolutionary idea on management principles in 1916. He listed fourteen management concepts, one of which is the division of labour principle developed by Henri Fayol, and concluded that these form the foundation of any management system.

The principle of Division of Work in management emphasizes breaking down tasks or projects into smaller, specialized assignments based on workers' skills and expertise. This structured division enables individuals to focus on specific tasks, allowing them to develop proficiency and efficiency in their respective areas. By assigning specialized tasks to workers, organizations foster skill mastery over time. As employees refine their expertise, productivity increases, and operations become more streamlined. This method saves both time and resources by ensuring that each worker concentrates their efforts on a single area, leading to better time management and reduced inefficiencies. Ultimately, the division of work enhances cost-effectiveness and reliability, making it a fundamental principle for optimizing workflow and achieving operational excellence.

The division of work ensures that each task is handled with ease, leading to maximum output, reduced time, and improved resource utilization. Overall, this principle emphasizes the importance of specialization and efficient task allocation within an organization.

- **Enhanced Specialization:** The division of work allows employees to focus on specific tasks, leading to specialization in their respective areas. This specialization boosts efficiency and expertise, resulting in higher-quality output.
- **Increased Efficiency:** By assigning tasks based on employees' skills and capabilities, the division of work streamlines operations and improves overall efficiency. Each individual can concentrate on their designated task, minimizing errors and optimizing productivity.
- **Time and Resource Optimization:** Dividing work into smaller, specialized tasks enables better time management. Employees become proficient in their assigned tasks, reducing completion time. Additionally, resource allocation is optimized as resources are utilized more effectively, avoiding unnecessary waste.
- **Skill Development and Growth:** The division of work fosters skill development among employees. Through repeated engagement with specific tasks, individuals acquire in-depth knowledge and expertise, enhancing their professional growth and contributing to the organization's long-term success.

Some limitations of Division of Work

- **Limited Knowledge and Skills:** Division of work may lead to employees having

limited knowledge beyond their specialized tasks. They may lack a holistic understanding of the overall process, which can hinder adaptability and problem-solving abilities.

- **Monotony and Job Dissatisfaction:** Repetitive tasks within a narrow scope can result in monotony and reduced job satisfaction. Employees may feel less motivated and engaged, leading to potential burnout and decreased morale.
- **Lack of Flexibility:** Division of work may make it challenging for employees to switch between tasks or handle unexpected changes. The specialized nature of their roles may limit their ability to adapt and contribute effectively in different situations.
- **Interdependence and Coordination Challenges:** As work is divided, interdependence between different tasks and employees increases. Lack of effective coordination can lead to communication gaps, delays, and potential bottlenecks, affecting overall workflow efficiency.

- **Self-Check Exercise 1**

Q1. What do you understand by division of work? Discuss briefly.

7.4 Hierarchy

A hierarchy is a scale of social status or positions. It suggests entrenched or systemic inequality, when a person's position is unrelated to their aptitude. This is the precise definition of hierarchy that is applied or utilized in government management. The hierarchy concept is used in many organizations to improve or streamline organizational administration. In this system, hierarchy is also considered a concept by certain administrators or executives who refer to organizations as ideas. Applying hierarchy is based on the idea that not every organizational function is equally important, and as such, functions are ranked according to significance. This is, of course, the main idea behind the hierarchy concept. It has been said that every kind of organization adheres to or adopts the hierarchical concept in one way or another. There is a claim that a hierarchy can be horizontal or vertical. Whatever its form, hierarchy is hierarchy and all organizations either accept or follow it.

In literal terms, hierarchy refers to the supremacy of the higher over the lower. In terms of administration, it refers to a hierarchical structure consisting of multiple tiers, where each tier

is directly beneath the subsequent one and then beneath the subsequent tiers, ultimately reaching the summit. In an organization like this, power, command, and control gradually trickle down from the top. With multiple tiers of responsibility extending from the top to the bottom of the structure, all administrative organizations adhere to the pattern of superior subordinate relationships under the hierarchical system. It states that no intermediate level may be omitted when a person at the bottom deals with someone at the top, or vice versa. In other words, the rule of through the proper channel is followed under this system. Because a pyramidal kind of organization exists beneath the hierarchy principle, Mooney and Reiley refer to it as the scalar process. Within the organization, each role has a designated place in the hierarchy. The subordinate accepts and obeys commands from superiors, and the superior issues commands to the subordinate. The judgment made by the superior is accepted by the subordinate as a standard for his own actions. Consequently, by link following the union of the chief executive with every employee.

There are few advantages in the principle of hierarchy.

1. It is the system by means of which the various units of an organization are integrated or linked together. No organization can function effectively unless its different units are integrated into a coherent whole. Hierarchy is an instrument of organizational integration.
2. Hierarchy facilitates communication upward and downward. Everyone in the organization knows to whom he has to address his communication, and through whom his communication can reach the highest official of the organization.
3. Hierarchy is based on the principle of delegation of authority. Thus, so many centres of decision are established. There is no congestion or concentration of work at one centre. The chief executive is relieved of the burden of making every decision himself.
4. The scalar system helps to clarify and define the relative position and responsibilities of each post in the organization.
5. When the organization is very big and its network is spread to many distant places, contacts between the centre and the distant parts can be maintained through hierarchical gradation.

The hierarchy principle has just one disadvantage, and that is delay. Naturally, there is a delay because everything must go via the correct channels and each level of the hierarchy must be covered. To see the highest authority, one cannot bypass the scale's step. It has been

argued that this organizational structure prohibits working quickly and efficiently and expands the amount of paperwork and formalities. Without going against the hierarchy principle, shortcuts must be developed in order to circumvent this problem.

- **Self-Check Exercise 2**

Q1. Why hierarchy is considered the most important principle of organization?

7.5 Unity of Command

One of the important problems of public administration is to secure cooperation and team work so that people in organisation do not work at cross purposes. This ensured through unity of command wherein authority for decision-making and to issue instruction is clearly located in the organisational hierarchy at Different levels. Unity of command implies that in organisations employee should receive orders only from one superior. Unity of Command is a fundamental principle in classical public administration, emphasizing that an employee should receive instructions and guidance from only one superior. This means that no individual should report to or take orders from more than one manager, ensuring a clear and singular line of authority. Often referred to as mono-command, this principle is rooted in the idea that a single boss for each employee prevents confusion, conflicting directives, and divided loyalties. The principle is based on the age-old adage, no man can serve two masters, highlighting the importance of a clear and unambiguous chain of command. It is closely tied to the concept of a scalar chain, which represents a hierarchical structure within an organization. This chain ensures that authority and accountability flow in a unified manner from the top of the organization down to the lowest levels. By maintaining a single line of command, the scalar principle supports effective coordination, clear communication, and streamlined decision-making, ultimately contributing to organizational efficiency and stability.

The mono command is represented by Unity of Command. It implies that no employee should be able to follow instructions from more than one immediate superior. It suggests that the organization's authority structures need to be made explicit. Everyone needs to be aware of his superior, from whom he must take orders. The unity of command concept is favoured by public administration academics. In military command, where a Lieutenant gets instructions from a Captain, a Captain from a Major, and so on, the concept of unity of command is evident. The absence of order confusion is this principle's biggest benefit. Diversity of orders is considered to have the potential to cause subordinates to play off one

superior against another or others. This could lead to efficiency gains and administrative confusion. As a result, no single employee should be accountable to more than one chain of command. The concept of Unity of Command is crucial for maintaining clarity, order, and efficiency within organizations. Without it, employees may face confusion and conflicting situations due to receiving instructions from multiple superiors. This duality or multiplicity of command creates ambiguity about whom to follow and which orders to prioritize. Additionally, it opens the door for subordinates to manipulate the system by pitting one superior against another, thereby evading responsibilities and undermining organizational goals. Henri Fayol, a prominent advocate of this principle, emphasized its importance in maintaining organizational stability. He argued that violating the unity of command weakens authority, jeopardizes discipline, disrupts order, and threatens the overall stability of the organization. By ensuring that each employee reports to only one superior, organizations can foster clear communication, consistent decision-making, and a cohesive chain of accountability, all of which are essential for achieving organizational objectives effectively.

One of the fourteen principles of Fayol about the administration of an organization is unity of command. Fayol has proposed that in order to enhance management and establish greater discipline, an employee will be accountable only to one boss or master and none else. The primary reason for this is that mismanagement will arise when an employee is forced to obey the commands of multiple masters. The organization will encounter difficulties. Any difference of opinion within the administration is not permitted by the term unity of command. It suggests that there should be openness in management and that the chief executive's orders and commands should be regarded as final. Henri Fayol believed that strong adherence to the unity of command is necessary for better and more effective management. According to Fayol, the concept of unity of command encompasses three elements: the individual giving the order or command; the staff member carrying it out; and, lastly, if the organization is being run in compliance with the directive. Fayol noted that the French military department adhered firmly to the principle of unity of command, which he claimed led to positive outcomes.

The Unity of Command structure provides a significant advantage in terms of decision-making speed. With a clear, singular line of authority, the head of the organization can make decisions independently, without the need for extensive consultation or discussion. This streamlined process allows for quicker responses to challenges or opportunities.

For example, in a single owner/manager business setup, the owner has the autonomy to implement policy changes or adjust strategies without consulting others. This flexibility enables the business to adapt rapidly to market demands, such as altering prices or launching promotional campaigns to compete effectively with nearby businesses. By eliminating layers of approval or conflicting directives, the unity of command ensures that decisions are made swiftly and executed efficiently, enhancing the organization's ability to remain agile and responsive in dynamic environments.

The principle of Unity of Command, which states that an individual should receive orders from only one superior, cannot be universally applied in all situations. There are exceptions to this rule, particularly in cases involving technical experts or specialized roles. For instance, technical professionals often issue and receive commands from multiple officials, as their work requires collaboration across different domains. As Millett observed, the concept of unity of command must be balanced with the recognition that supervision can be dual both technical and administrative. Different individuals may oversee these aspects: one focusing on professional competence and the other on the efficient use of resources, such as manpower and materials. In modern organizations, the rise of science and technology has led to an increase in administrative specialists, making it impractical for employees to receive commands from only one superior. However, mechanisms must be in place to ensure that commands from different officials do not conflict. In cases where conflicting commands arise, the subordinate should follow the directive of one superior, and the conflict should be reported to higher authorities. If there is no conflict, duality or multiplicity of command may not be harmful. While the principle of unity of command is a valuable guideline for large-scale organizations, it should not be applied rigidly like a mathematical formula. Instead, it serves as a tool to ensure unity of direction, stability, and continuity in command and control. By balancing this principle with the realities of modern organizational structures, it is possible to achieve unity of purpose amidst the diversity of units and activities, fostering both efficiency and adaptability.

- **Self-Check Exercise 3**

Q1. Explain how unity of command is different from chain of command.

7.6 Span of Control

The concept of control is also known as span of management. It refers to the number of individuals a manager can supervise. There is a limit in each managerial position to the number of person an individual can effectively manage, but the exact number will vary in accordance with effect of underlying variable and contingencies and their impact on the time requirements of the effective managing. Span of Control implies that a manager can only effectively supervise a given number of subordinates; beyond that, command communication becomes increasingly sloppy and loose, and control becomes progressively unwieldy. Stated differently, everything has an upper limit, and in public administration, an official cannot have complete control over an infinite number of subordinates. The idea was first utilized in the military department. Later, scientists borrowed it from the military department and used it in public administration. Some administrationists thought that having more subordinates may significantly improve an organization's management. However, it was later discovered that the concept or procedure was flawed. The authorities could have added more subordinates, but that would not have improved the organization in any way. It was discovered after extensive testing that there was a limit to the range of control, meaning that an executive could never have complete control over the actions of all staff. Peter Self-lists a few elements that are pertinent to this idea. These are the time and focus that a manager can devote to overseeing his staff. To put it another way, a supervisor cannot possess boundless strength and influence. He is only able to oversee a certain amount of workers. The calibre and intelligence of the workforce determines how effective control is. A manager cannot manage many subordinates with pitifully low intelligence. Again, the nature of the work is a determining factor in span of control. This suggests that one executive cannot oversee a sizable workforce if the work is complex and calls for specialized managerial skills.

This is something that advocates of the span of control need to consider. It has also been stated that the internal state or management of the organization has a significant impact on the effectiveness of control. A chief executive can easily oversee a sizable workforce if there is excellent management, strong employee relations, and a great level of coordination. However, the executive branch's supervisory authority will encounter difficulties in the event that the contrary occurs. Analysis of the span of control principle must also actively take into account the attitudes, behaviours, and other mentalities of the employees.

- **Self-Check Exercise 4**

Q1. Why span of control is more important in modern organizations?

7.7 Authority and Responsibility

Efficient job division and coordination of individual tasks toward a shared goal are essential in an organization. Two of the most crucial elements of a well-running company are authority and responsibility. "The right to give orders and exact obedience" is the definition of power given by Henri Fayol, the creator of the administrative theory of the 14 principles of management. He also realized that formal power assigned to the position was frequently ineffectual. He went on to say that having leadership attributes and qualities—such as intelligence, experience, etc. usually increases authority. Nonetheless, authority is a crucial component of a manager's work since it gives them the ability to order people and choose whether or not to take action in order to further the objectives of the company. Authority is necessary for a management. It solidifies his status and grants him the authority to command others and compel their compliance. In an organizational hierarchy, authority serves as the glue that holds subordinates to one another and establishes the foundation for accountability. According to James Mooney, the fundamental tenet of an organization is coordination. It must therefore have its own guiding concept and be based on Authority, or the highest coordinating power. The cornerstone of coordination, which is the all-encompassing principle of organization, is authority, or the ultimate coordinating power. This ultimate coordinating authority must always reside someplace in any kind of organization; otherwise, there would be no guidance for any genuinely coordinated endeavour. The official authority or authority of position refers to the power that a manager has as a result of his position. A manager may have an impact on others' conduct within the company in addition to their official responsibility. This is the manager's individual authority. A manager who possesses both personal and official power is very productive. Authority is confined to certain rights and permits to act on behalf of the organization in certain domains; it is not unrestricted authority.

Many experts distinguish between power and authority in order to clarify the boundaries of formal authority. Certain theories define authority as the formal hierarchical position of command. Conversely, power is the ability to shape other people's actions. But in the real world, a lot of managers also have the authority to command their staff members to do as they choose. The ratio in which they are split can change depending on the manager's position. While an assistant manager of a call centre might not be able to exercise power to

the same extent as a head of division in the Army, they do have more overall authority and power. In a perfect world, every position within the company would have equal authority, responsibility, power, and accountability. Issues emerge if the equilibrium between them is upset. In management, responsibility can signify several things. The manager's duty to complete the assignment himself is the most typical explanation. The term "obligation" is fundamental to accountability. Everyone who takes on a task must also be accountable for completing it. Within the framework of hierarchical relationships within an organization, a subordinate's role is to carry out the tasks that are delegated to them. Consequently, accountability varies depending on the individual. It also results from an organization's subordinate-superior relationships. Thus, the supervisor can ensure that the employee completes the task provided to them. He must also make sure that the task is carried out correctly. Thus, power and responsibility flow in an organization in the following directions: authority flows downhill while responsibility flows upward. Informal leadership can occasionally appear in an organization. This may lead to issues with the subordinates duties being clearly defined. Nonetheless, the obligation to care for the elderly remains unchanged.

- **Self-Check Exercise 5**

Q1. What is authority? How it is related with responsibility?

7.8 Summary

An organization is essentially a social unit created to achieve specific purposes. The most widely accepted formal definition describes an organization as a group of individuals engaged in specialized and interdependent activities aimed at accomplishing a common goal or mission. Over centuries, the fundamental components of organizations have remained relatively consistent. All organizations, whether explicitly or implicitly, have defined purposes, attract participants, acquire and allocate resources to achieve their objectives, and establish structures to assign and coordinate tasks. They also designate leaders or managers to oversee operations and ensure efficiency. Rules and guidelines are essential within organizations to clarify responsibilities, coordinate activities, and set boundaries for decision-making and actions. However, organizations are perceived differently depending on the context and perspective of the individual defining them. They are complex social, economic, and political systems, requiring multiple viewpoints to fully understand the intricate relationships and variables that influence their functioning. To analyze and manage organizations effectively, different types of theories are necessary, each serving a specific purpose. These theories provide frameworks

for understanding various aspects of organizational behaviour, structure, and dynamics, helping leaders and researchers navigate the complexities of these systems. In essence, organizations are multifaceted entities that demand diverse perspectives and approaches to fully comprehend and optimize their operations.

7.9 Glossary

Span of Control - The area of activity and number of functions, people or things for which an individual or organization is responsible.

Coordination - The organization of the different elements of a complex body.

7.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 7.3

Self-Check Exercise 2: Ans 1. Refer 7.4

Self-Check Exercise 3: Ans 1. Refer 7.5

Self-Check Exercise 4: Ans 1. Refer 7.6

Self-Check Exercise 5: Ans 1. Refer 7.7

7.11 References/Suggested Readings

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7.12 Terminal Questions

1. Explain hierarchy and division of labour.
2. What is unity of command and span of control?

Unit 8

Concepts of Public Administration: Authority, Power and Responsibility, Delegation, Centralization and Decentralization and Coordination

Structure

- 8.1 Introduction
- 8.2 Learning Objectives
- 8.3 Power and Authority
 - Self-Check Exercise - 1
- 8.4 Delegation and Decentralization
 - Self-Check Exercise - 2
- 8.5 Coordination
 - Self-Check Exercise - 3
- 8.6 Responsibility
 - Self-Check Exercise - 4
- 8.7 Concepts in modern democracies
 - Self-Check Exercise - 5
- 8.8 Glossary
- 8.9 Summary
- 8.10 Answers to Self-Check Exercises
- 8.11 References/Suggested Reading
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8.1 Introduction

There is a fundamental similarity, if not an identity, between the administration of public and private activities, even though public administration differs in its form and objectives. Public administration can be understood as a specialized type of administration that operates within a specific ecological and political context. It serves as a mechanism for the political executive to implement its policy goals and deliver public services. Public administration is a vast and multifaceted field that blends theory and practice. Its primary aims include enhancing the understanding of government and its relationship with society, promoting socially responsible public policies, and implementing managerial practices that are attuned to the deeper human needs of citizens. While public and private administration share common principles, such as efficiency, resource management, and organizational structure, public administration is uniquely shaped by its role in governance, accountability to the public, and the pursuit of collective welfare. This distinction highlights the importance of adapting administrative practices to the specific demands and values of the public sector. The conventional definitions of public administration listed above represent the belief that the public administration's sole responsibility is to implement the laws and initiatives of the government. In addition to placing the administration within the executive branch and reflecting its lack of involvement in policymaking, the term "public administration" is now used to refer to a wider range of activities that encompass all three branches of government and go beyond simply carrying out government programs.

In emerging nations, public administration is treated differently. Following their liberation from colonial authority, many of these nations have placed a strong emphasis on rapid socioeconomic development. It goes without saying that these nations must rely on their governments to develop quickly. For the latter, swiftly raising productivity necessitates the organization and efficient operation of a public administration. Social welfare initiatives also need to be carried out well. The development administration sub-discipline has emerged as a result of these factors. The rise of development administration reflects a perceived need for a corpus of knowledge regarding how to investigate third-world administration while also accelerating socioeconomic development through government action. People's lives are significantly impacted by public administration, as evidenced by its existence. It follows them around at all times. The citizens rely on governmental administration to meet the majority of their needs. A nation's citizens cannot overlook the significant impact governmental administration has on people's lives. As a result, educational institutions should include its instruction in their curricula. It is imperative that individuals acquire knowledge regarding the

organization of government, the functions it performs, and the ways in which these functions are carried out. Realizing the ideals of citizenship will be aided by studying public management. In the modern era, often referred to as the “Administrative State,” public administration has evolved into a crucial pillar of society, playing a dominant and expanding role in governance. Its functions have broadened in scope and complexity, continuously adapting to the growing needs of communities. Beyond its traditional regulatory role, public administration now actively contributes to human welfare by addressing essential aspects of life, including health, education, sanitation, social security, and recreation. This shift highlights its creative and service-oriented nature, reinforcing its commitment to enhancing the quality of life for individuals. As governance evolves, public administration remains central to societal progress, ensuring efficient service delivery and fostering overall well-being.

8.2 Learning Objectives

After going through this lesson the students will be able to know

- Division of Work
- Hierarchy
- Unity of Command
- Span of Control

8.3 Power and Authority

Common terms used by political practitioners, administrations, decision-makers, and political theorists are "power," "influence," and "authority." Power over finances, courts, spirituality, economy, nation, state, presidential power, black power, student power, flower power, and national power are all mentioned. The French term for the national government is Le pouvoir, or simply the power. The phrase "power structure" has shifted from sociological jargon to journalistic and popular parlance in the United States. The white power structure is a topic of conversation among Americans. Although the basic notion, of power seems to be generally understood, thus apparent simplicity is deceptive. Only in recent years political have scientist sociologists, and social psychologist undertaken in any systematic way to investigate its dimensions. Prior to that its presence was commonly noted but it was almost as if power had a metaphysical quality. Power, to public administration students, is the administrative

authority granted to the administrative authorities for the purpose of enforcing public policy. Law and legally permissible discretion are the two sources of power. Regarding the domain in which they are used, these authorities may pertain to internal or external administrations. Office supervisors exercising internal administration authority have authority over subordinates inside the administrative agency itself, such as disciplinary action powers, whereas external administration authority is used with respect to individuals outside the agency, such as licensing inspections, etc. Nonetheless, the goal of both types of authority is the same that is, carrying out public policy or, more precisely, upholding the law. To students studying public administration, power is the administrative authority that is given to the administrative authorities in order to enforce the laws of the land. The two sources of power are legally allowed discretion and the law. These authorities might be employed in relation to internal or external administrations, depending on the domain. While external administration authority is used with respect to individuals outside the agency, such as licensing inspections, etc., office supervisors exercising internal administration authority have authority over subordinates inside the administrative agency itself, such as disciplinary action powers. However, the objective of both forms of authority is the same, which is to enforce the law or carry out public policy.

The power of forms of action which administration uses to secure compliance with policy by the people is of two types, non-coercive and coercive. It might be seen that use of power always implies coercive but this is incorrect for there is the powers of persuasion too. The distinction between non coercive and coercive form of administrative action may sometimes be faint and some of the supposedly non coercive power may have an element of compulsion lurking behind them e.g. adverse publicity but still in a broad sense the distinction is useful and valid. Coercive powers are those in which a legal sanction or penalty is attached and the citizens can be compelled to follow that course of action which is laid down by the public policy. A failure to do so is declared a penal offence punishable under law. In this case the methods used by public administration are borne from the supreme nature of the strife and are adopted under the express provisions of the acts passed by the legislature. It may however be mentioned that even in the use of coercive methods the government does not alter educational methods Force is used where it must be used and usually it remains only latent.

Authority conditions the actions and behaviour of every management member in an organisation and is the common cord tying together the various organisation units, thus making possible the very existence of the organisation and the effective working together the

various organisation units, thus making possible the very existence of the organisation and the effective working together of all personnel. Organized executive action is impossible without authority. A superior is able directly to affect the behaviour of subordinate if he possessed authority with respect to that subordinate authority is commonly viewed as originate at the top of an organizational hierarchy and following downward there in through the process of delegation. When viewed in this way, it was called “formal authority”. In reality effective authority does not originate in this manner. The concept “authority”, then describes an interpersonal relationship in which one individual the subordinate, accepts a decision made by another individual, the superior permitting that decision directly to affect his behaviour of any writers have defined the term “authority”.

An individual always has an opportunity, with respect to decision made by another directly to affect his behaviour to accept or reject that decision. If the lines of analysis is to be followed it must be recognized that an individual may possess authority in a given situation without having formal authority. As according, to Henry Fayol, “Authority is the right to give orders and power to exact obedience.”

Though there is quite a difference between the two terms power and authority, but they are used synonymously. It is mainly because of their common objective of influencing the behaviour of others Power is the ability (potential or actual) to impose ones will on others outside of formal organisation relationships; i.e. it is the ability of one person to affect the behaviour of someone else through the use of some means other than the use of authority. Therefore, power, unlike authority, is influence that is based on organizational position, consequently, it should be noted that power applies to any interpersonal influence that exists outside the bounds of formal organizational relationship Power depends on a personal source rather than on an organisation position. Additionally, it is much harder to confine its application since it is position free. Power is used in terms of ability or capacity to do something or to get intended results. Pffner and Sherwood have made distinction between power and authority by defining power as the capacity to secure dominance of one's value or goals and authority, as the capacity to command in hierarchical sense. Power may be derived on personal or institutional basis this may be in the form of physical or coercion, material or utilitarian, and symbolic or normative. All these there are used together with varying emphasis in different organisation. The use of power creates negative feelings in the persons on whom it is used. As such it should not be concentrated in a single organisation unit but balance is vital for an organisation to be effective. Formal authority is the right to command.

Formal supervisory authority is the right to command people, to tell them what they are to do and what they are not to do, and to guide their actions. Formal Operational authority is the right to command things, in the sense that the person having such authority has the right to acquire assets or to convert assets into other forms; to dispose of them. This is the traditional concept of formal authority.

- **Self-Check Exercise 1**

Q1. Explain the difference between Power and Authority.

8.4 Delegation and Decentralization

Delegation and Decentralization are two terms which are mostly misunderstood as the same. Delegation of authority involves assigning tasks to subordinates and granting them the necessary authority to carry out those tasks. It occurs when a superior shares decision-making discretion with a subordinate, who must operate within the boundaries, set by the superior. Delegation allows managers to distribute workloads, freeing them to focus on more strategic or critical responsibilities. It also boosts subordinates' job satisfaction, motivation, and morale by fulfilling their need for recognition, responsibility, and autonomy. On the other hand, decentralization refers to the systematic dispersal of authority across various levels or units within an organization. Unlike delegation, which is a managerial tool for task distribution, decentralization is a broader organizational strategy that shifts decision-making power away from a central authority to multiple levels or departments. This approach enhances flexibility, speeds up decision-making, and improves responsiveness to local or specific needs.

Decentralization refers to the systematic dispersal of authority across all levels of an organization. It involves delegating decision-making power to the lowest possible levels, retaining only the essential authority at the central or top management level. In a decentralized organization, top management retains control over major strategic decisions, while the authority for operational and routine decisions is delegated to middle and lower levels of management. In simpler terms, decentralization is a structured approach to distributing responsibilities and decision-making power throughout the organization. This strategy aims to enhance organizational effectiveness by empowering lower levels of the hierarchy, promoting faster decision-making, and improving responsiveness to local or specific needs. By delegating authority, decentralization fosters flexibility, encourages

innovation, and allows employees at all levels to take ownership of their tasks, ultimately contributing to the overall efficiency and adaptability of the organization. Organisations made by only top management are known to follow a centralised form. On the contrary, employees working at lower levels in decentralised systems are also given authority. Hence, decentralisation helps explain decision-making patterns and divided responsibilities amongst different levels. Thereby decentralisation usually explains the authority of delegation at all levels of management. In large organisations, the functions are complex; empowering each department becomes essential to improve productivity. Although an organisation with a smaller scale of operations might not hire experts, the authority of decision-making is retained by top management.

Democratic Decentralisation: Devolution refers to the transfer of political power and authority from the central government to subnational levels, such as state, regional, or local governments. This process ensures that elected bodies, ranging from village councils to state-level legislatures, have the authority to make decisions and govern their respective areas. As a form of political or democratic decentralization, devolution promotes citizen participation in local governance, enhances accountability of public officials, and fosters grassroots democracy. By empowering local governments, it strengthens democratic values, enabling communities to take an active role in decision-making and governance.

Administrative Decentralisation: It refers to the transfer of decision making authority, resources and responsibilities for the delivery of services and functions from the central government to other decentralized levels of governments. It has got three variants and each having different characteristics: (i) de-concentration (ii) delegation and (iii) divestment. De-concentration in public administration refers to the process where a central government department transfers certain decision-making powers to its field offices or officials while maintaining overall control. This allows local administrative units to modify regulations or make decisions to enhance the efficiency and effectiveness of service delivery. Unlike devolution, which involves the transfer of power to independent local governments, de-concentration simply redistributes authority within the same hierarchical structure, ensuring that decisions are made closer to the point of implementation while remaining under central oversight.

Fiscal decentralisation: It refers to resource allocation to sub-national levels of government including the delegation of funds within Sector Ministries to the de-concentrated levels. Fiscal Decentralisation transfers two rights to local governments: funds (to deliver decentralized functions) and revenue generating power and authority (to decide on expenditure).

Decentralisation is accompanied by a delegation. Delegation entails entrusting one's authority to others while also holding them accountable for their conduct. Delegation, according to Chester Barnard (who originally articulated the notion of delegation in the context of good administration), provides a number of advantages, including: Saves time by which it allows for quicker decision making and more time for constructive feedback from superiors. Increases productivity of the organisation. Beneficial for employees as it improves job satisfaction, grooms and motivates a successor. Makes administration more citizen-centric. It has been observed that despite various benefits of delegation, top policy-makers generally don't delegate authority and indulge in micro-management of routine matters.

- **Self-Check Exercise 2**

Q1. What is decentralisation? Explain its forms

Q2. Explain in brief the core differences between decentralisation and delegation.

8.5 Coordination

Every company depends on a variety of people to help them carry out the many responsibilities that make up the organization in order to achieve its goals. The organization's multiplicity of tasks requires that work be divided according to the division of labour principles. Every government organization is split up into a number of departments, services, and agencies, each of which is further separated into administrative divisions to make work easier. Coordination becomes essential to ensure that these different departments, agencies, and units function harmoniously with one another. The foundational idea of organization is coordination. Additionally, it is the foundational idea of organization. Thus, coordination which White defines as the adjusting of the roles of the parts of each other and the moving and operating of parts in tune so that each can make its optimum contribution to the product of the whole is a very essential problem in modern administration. According to Mooney, coordination is the systematic planning of a team's activities to ensure unity of purpose and

direction. Three primary considerations lead to the need for coordination: (1) preventing or resolving conflicts or duplication of labour among individuals or organizational units. (3) to restrain the growing trend towards empire-building or power thirst widespread in the many agency units; and (2) to prohibit or discourage an excessive focus on one part of work to the disadvantage of other aspects. Because of the multiplicity of responsibilities among government agencies and organizations, coordination is an essential prerequisite for any effective management specialization in government administration. Co-ordination has both negative and positive connotation. Negatively coordination means the removal of conflicts overlapping in administration; positively it means the fostering of a spirit of cooperation and camaraderie, among the workers of an organisation.

There are two types of coordination: (a) external or structural coordination, which focuses on coordinating the actions of different organizational units, and (b) internal or functional coordination, which coordinates the actions of persons working within an organization. Coordination of both kinds takes both perpendicularly and horizontally. Coordination creates a horizontal flow between one division/department and another, as well as between sections. Coordinating between an employee and his officer, that officer and his next superior, and so on, as well as between a section and a branch, a branch and a division, and so on, is established in a perpendicular manner. Coordinating an administrative task in which each worker participates occasionally, either directly or indirectly. It is essentially a general-purpose function that can be carried out by a technician or an amateur acting in a generalist capacity. Authority and accountability are always correlated in public organizations. Higher staff members exercising their control or authority over lower staff members is known as coordination. Building connections across different organizational levels through coordination promotes an efficient functional balance throughout the entire company.

The principles which form the basis of successful coordination are the following:

Direct Contact: Co-ordination to be effective must be through direct correspondence, or personal contact every enterprise needs a horizontal relationship among the workers. With the free exchange of ideas between the people concerned, the way is smoothened for understanding and mutual confidence. That way many a problem could be satisfactorily solved at lower level instead of being referred to senior executives a dilution and cumbersome procedure.

Ground Work: Co-ordination is not something to be done as a follow up. It must form part of the early stages of planning and policy-making. Planning without taking into account the aspects of co-ordination will lead to unnecessary trouble and waste of efforts.

Continuity: Co-ordination should be a continuous process. The need for it does not arise once the establishment start running. Beginning at the planning stage co-ordination runs through the functions of organizing, directing and controlling.

Integration: Co-ordination should aim at an internal whole, reconciling different and conflicting interests or ideas or approaches that are bound to be therein in any human organization.

- **Self-Check Exercise 3**

Q1. Define principle of coordination. Why it is important for modern organisation.

8.6 Responsibility

A key component of any organization is responsibility. Members have a responsibility to do their jobs to the best of their abilities in compliance with all rules, regulations, and guidelines. Work and differentiations are the foundation of responsibility since they enable organizations to achieve their objectives. Determining what duty is is a difficult task. A person is deemed responsible when he has a superior who assigns him tasks to complete. These responsibilities involve assigning the subordinate some specific, manageable goals to accomplish, based on the accomplishment of some of the goals the superior is responsible for completing. The subordinate has agreed to take on the responsibility of accomplishing his given goals. This turns into a duty on his part. He is accountable to his supervisor for his work and acknowledges that he will receive rewards or consequences based on the caliber of his work. People expect to be held accountable for their conduct when they join an organization because they accept a general commitment to fulfill their tasks. Put differently, there exists a widespread anticipation that a certain degree of autonomy will be relinquished in exchange for status-based rewards for appropriate conduct. Within an organization, power and responsibility are distributed in a hierarchical fashion that is parallel to each other. Every individual in an organization has tasks to complete, and each person's responsibility is to see those tasks through to completion. Consequently, each individual inside an organization bears certain obligations. These personal obligations are minimal for those with low status.

The completion of a task or set of tasks that have been combined to create a position is the basis of the obligation. The authority to delegate and the right to assume such responsibility are based on this positional obligation. One of the main factors influencing the kind and quantity of authority needed to carry out the task duty correctly is responsibility. Maintaining a good balance between authority and responsibility will reduce the likelihood of subpar work and frustration. It is crucial to remember that authority must be defined and delegated in order to meet the demands of responsibility; this does not occur the other way around. It should be decided whether a person has the duty to perform managerial, staff, expert, or operative responsibility before granting them managerial, staff situational, or operative authority. Naturally, a particular person may be assigned any or all of these obligations, and as a result, they may also be granted the appropriate sorts of authority. The term "accountability" is occasionally misused to imply the same concept as "responsibility." When someone is given authority to support their responsibility, she should be held responsible for ensuring that authority is used appropriately to fulfil her duty. The duty to report to a superior, in any format, on how one has carried out one's task is known as accountability. In turn, the supervisor can utilize this report to assess each employee's value to the company in addition to evaluating the calibre of their work.

- **Self-Check Exercise 4**

Q1. How responsibility ensures accountability in public administration?

8.7 Public Administration and Democratic Governance

The role of public administration in governance remains a subject of ongoing debate and reconsideration. The need for governments to adapt and respond to rapidly changing global economic, social, political, and technological trends has led to a worldwide reassessment of the State's role, along with the responsibilities of public officials and civil servants. Additionally, there is growing public dissatisfaction with government functions and the quality of services provided by public administrations. Over the past two decades, globalization, technological advancements, and increased communication access have significantly raised citizen expectations regarding governance. As a result, governments worldwide face increasing pressure to improve efficiency, transparency, and responsiveness in public service delivery. All too frequently, these increased expectations have resulted in a rise in public discontent or mistrust of the government. Trade, investment, and cross-border movements of people, capital, technology, and information are all on the rise as a result of

globalization, which is the tendency toward increased interaction, integration, and interdependence among individuals and organizations beyond national borders. It is clear from the rising degrees of social and cultural exchange as well as global political involvement that have taken place throughout the last 25 years. Nations all around the world have benefited from and faced difficulties as a result of globalization. In addition to bringing about new economic opportunities, globalization has imposed institutional, political, social, and technological challenges that governments, particularly those in poorer nations, must address if they hope to promote more equitable social and economic development.

Increased business competition as a result of globalization has put pressure on governments to establish social, political, and economic frameworks that support the development of human resources so that people can engage in productive activities and the private sector can compete more successfully. International organizations and progressive political figures have campaigned for the reinvention of government during the last 25 years. Governments must play new responsibilities in establishing and maintaining sustainable economies, lowering poverty rates, and improving living standards in an interconnected global community. A growing corpus of research has surfaced in the last ten years that outlines a number of essential duties or tasks that creative governments successfully carry out in a globalizing society.

- **Self-Check Exercise 5**

Q1. Explain changing role of public administration in democratic governance models.

8.8 Summary

There are different types of accountability as well as the tools that are used to make accountability effective. Accountability has not been a static notion. The concept of accountability has been evolving over the long span of public administration. It is undergoing change under 'New Public Management' and Good Governance' which are emerging paradigms of public administration. At the end, the other major contemporary concern accountability in global governance is discussed in broad outline. Delegation may be defined as assigning formal authority and responsibility to another person for the performance of certain activities. As a process it is followed by managers in dividing up work with subordinates by entrusting a part of their duty and assigning them the necessary authority to accomplish it. Delegation involves entrustment of duties and responsibilities, assignment of authority and creation of accountability.

8.9 Glossary

Authority: It may be defined as the power to make decision which guides the actions the actions of another.

Responsibility: Once authority has been delegated to the individual, then he or they should be held responsible for its proper use in carrying out the obligation.

Coercive Power: it is those in which a legal sanction or penalty is attached and the citizen can be compelled that course of action which is laid down by the Public Policy.

Coordination: The organization of the different elements of a complex body.

8.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 8.3

Self-Check Exercise 2: Ans 1. Refer 8.4

Self-Check Exercise 3: Ans 1. Refer 8.5 Ans 2: Refer 8.5

Self-Check Exercise 4: Ans 1. Refer 8.6

Self-Check Exercise 5: Ans 1. Refer 8.7

8.11 References/Suggested Readings

Luxmi Kant, M, “Public Administration”. 2009

Arora Ramesh, “Governance and Development” 2011

Sharma, M.P. “Public Administration, Theories and Practice 1960.

8.12 Terminal Questions

1. Differentiate between authority and responsibility.
2. Explain coordination and its importance for the discipline.

Unit 9

Leadership: Development of Leadership, Types and Qualities

Structure

- 9.1 Introduction
- 9.2 Learning Objectives
- 9.3 Meaning of Leadership
 - Self-Check Exercise - 1
- 9.4 Style of Leadership
 - Self-Check Exercise - 2
- 9.5 Theories of Leadership
 - Self-Check Exercise - 3
- 9.6 Functions of Leadership
 - Self-Check Exercise - 4
- 9.7 Leaders vs Managers
 - Self-Check Exercise - 5
- 9.8 Summary
- 9.9 Glossary
- 9.10 Answers to Self-Check Exercises
- 9.11 References/Suggested Reading
- 9.12 Terminal Questions

9.1 Introduction

The term “leadership” is often tossed around in workplaces, politics, and even self-help circles. The essential question, though, is what is leadership exactly? Is it about giving orders or building consensus? In fact, the desirable qualities of a good leader have experienced a tectonic shift over the last decade. For instance, 94% leaders said that disruptive envisioning will emerge as the most critical leadership capability to succeed in the Indian workplace in the future, as per a PWC report. It is, thus, important to know the right kind of leader fit to lead your organization because there are several types of leadership styles. Moreover, a good manager is not always a good leader. So, let’s find out the answer to what is leadership, learn about leadership theories, and understand the importance of leadership. “The action of leading a group of people or an organisation.” That’s how the Oxford Dictionary defines leadership. In simple terms, leadership is about taking risks, challenging the status quo, and inspiring others to achieve new and better outcomes. Leaders are driven by a desire to innovate and create change, not by obligation. They measure success by the accomplishments of their team and the lessons learned along the way. Leadership is about vision, motivation, and pushing boundaries. On the other hand, management focuses on delegating responsibilities, ensuring people follow established rules, and minimizing risks to achieve predictable results. Managers are tasked with four key functions: planning, organizing, leading, and controlling. Their role is to maintain order, efficiency, and consistency within an organization. While leadership is about inspiring change and innovation, management is about maintaining stability and achieving goals through structured processes. Both roles are essential but serve different purposes in driving an organization forward.

Leading and directing the group’s work toward the desired goals is the most crucial duty in the public sector. Since the number and size of organizations in modern government are constantly increasing, leadership has a far greater role. Thousands of thousands of people who join the organization on a regular basis "with little prior knowledge of what the organizations are striving to do" also need to participate effectively. They become involved in increasingly intricate individual duties. A number of variables work together to gradually distance each new member from the organization they join on a personal level. The tie turns icy, impersonal, and motivational. Generally speaking, work is separated into departments in many organizations. Everybody operates on their own. Every organization needs a leader to establish a connection, as department heads and rank-and-file employees often perceive issues with the organization exclusively in terms of their functional efforts. Functionalism

and the division of labour breed tendencies that only capable leaders can reverse. The group's commitment to the objectives and potential for the finest outcomes can only be maintained by the leader. Thus, the multiplicity of departments, organizations, roles, and lower-level geographical divisions results in the heightened significance of leadership. Because of this, all organizations search for a capable someone to lead them. Leadership is the quality of an individual or group of individuals in an organisation to control and govern the team of that organisation. In every society or organisation, leadership is required for the smooth function of that organisation and its growth. Theories of leadership tell an individual how to be a good leader. These theories guide and motivate an individual to be a great leader. Theories of leadership help to improve the behaviour and quality of the person to perform the leadership task in an effective manner. The leadership theories explain how and why some people become great leaders. According to the prior theories of leadership it was assumed that the leaders are born, but the recent theories give the thought that the leadership quality can be developed by an individual.

9.2 Learning Objectives

After going through this lesson the students will be able to know

- Meaning of Leadership
- Leadership Styles
- Theories and Functions
- Leaders vs Managers

9.3 Meaning of Leadership

There are several ways to define the term “leadership. Leadership is not power, nor dominance, nor social superiority, nor, anything suggestive of snobbery, assert Dimock and Dimock. Leadership is influence on people, not power over them, in their opinion. The process of guiding others actions toward the accomplishment of objectives is known as leadership. The fundamental characteristic of leaders is their conviction that something has to be done and their ability to persuade others to assist them in completing it, according to F.A. and L.G. Nigro. This is the essence of leadership influencing others' actions. Thus, the key to effective leadership is having influence over the beliefs and actions of followers. Being a good leader means having the ability to influence others. Stated differently, individuals

demonstrate leadership whenever they endeavour to alter or adjust the conduct of a single person or a collective of people.

A leader, followers, task, environment, and other situational factors interact dynamically to form a leadership situation. It has multiple dimensions and can be either employee or boss centered. An individual's goals create their leadership style, and the absence of a clear vision and a drive to achieve anything prevents one from being a leader. According to D. Dash, management is "a process of interaction among the persons of a group, large or small, that moves it in the direction of a high degree of acceptance of shared values and goals, situations in which the members interact, the leader and one another". In public administration, leading and directing a group's work toward intended goals is a crucial task. Given the size and quantity of organizations that are grouping in the current period, leadership acquires considerably greater relevance. Large numbers of people who are new to the organization and don't fully understand what it stands for must participate in an effective manner. They become involved in increasingly intricate individual duties. Leaders are individuals who guide, inspire, and influence others toward a shared vision. They embody traits like integrity, empathy, resilience, and decisiveness. Leaders not only set direction but also foster collaboration and empower team members. Effective leadership entails communication, problem-solving, adaptability, and the capacity to make difficult decisions. Leaders emerge in diverse settings, such as business, politics, and community organizations, driving constructive change and advancement. Leader needs to influence the behaviour of a manager. It's the activity to get people to cooperate to achieve common goals.

Leadership roles and responsibilities are broader, and involve influencing, inspiring, and bringing out the best in others. Leaders see the big picture, help others connect the dots, and fill in gaps. Effective leaders motivate and influence teams to work towards achieving a common goal, and invest in the whole the collective people and systems needed to succeed. They set a clear vision, encourage innovation, and support personal and professional growth in others. Leadership is not solely defined by rank or position in an organization but rather by a person's beliefs, work ethic, and ability to inspire others. True leaders are passionate about their work and motivate those around them by sharing their enthusiasm. Their influence comes not from authority but from their vision, dedication, and commitment to collective success.

- **Self-Check Exercise 1**

Q1. Evaluate the meaning of leadership for the modern democracies.

9.4 Style of Leadership

It is the behaviour of a leader during supervision.

Autocratic: Leader has all authority. He decides policies and gives orders to subordinates withholds rewards etc. This style of leaders considers themselves the supreme head and single point of contact. It sometimes leads to over centralisation. A very typical, traditional understanding of what is leadership is often the idea of leader who has complete control over his team. These are known as autocratic leaders. They never bend their beliefs and rules for anyone. Furthermore, their team has no say in the business decisions.

Democratic: Leader allows subordinates to participate in decision making. All policies are achieved by group discussions. Communication flows freely in multi directional way. It is a form of consultative and participative style of achieving desired goals. In the democratic or participative type of leadership, team members and leaders equally contribute to actualizing business goals. Moreover, they work together and motivate each other to achieve their personal goals too.

Laissez Faire: He gives full independence to subordinates to choose own goals and achieve them. Minimum participation of leader as his job is to supply information and various materials asked by subordinates. Leader's intervention are minimum which allows subordinates to decide and learn while performing tasks. In the laissez-faire type of leadership, leaders give their team members the freedom to perform their job according to their will. In essence, they can rely on their perspective and perform business functions subsequently.

Bureaucratic: Team members adhere to organizational rules and policies in view of leaders doing the same. Bureaucratic leaders are often organized and self-motivated.

Servant: A servant leader is focused chiefly on the well-being of the communities. They share authority, prioritize others, and help people realize their full potential.

Agile: Agile leaders are flexible and responsive to change, fostering a collaborative, iterative environment, and adapting to evolving goals and circumstances.

Empathetic: A more modern alternative to understanding what is leadership is the emergence of empathetic leaders. They prioritize understanding their team's feelings and perspectives, thus creating a supportive, inclusive atmosphere that boosts morale and productivity.

Adaptive: Adaptive leaders navigate dynamic environments, balancing immediate demands with long-term goals, and adjusting strategies to meet changing needs.

Ethical: Ethical leaders prioritize integrity and transparency, ensuring that their decisions and actions align with moral values and societal norms.

Sources of Leader's influence

- Coercive power: Capacity of leaders to punish his followers for not performing assigned tasks.
- Reward Power: Ability of leader to positively recognize his followers and provide them with appropriate reward.
- Legitimate Power: Based on his position in organizations hierarchy.
- Expert: Derived from knowledge, special skill, specific expertise or information possessed by leader.
- Referent: Followers view him as a role model.
- Integrity: Leaders value virtuousness and honesty. Furthermore, they also surround themselves with like-minded people who believe in them and their vision.
- Inspiration: Leaders are self-motivating, and this makes them great influencers. They are a good inspiration to their team members and help others to understand their roles in a bigger context.

Qualities of Good Leader

Integrity: Leaders value virtuousness and honesty. Furthermore, they also surround themselves with like-minded people who believe in them and their vision.

Inspiration: Leaders are self-motivating, and this makes them great influencers. They are a good inspiration to their team members and help others to understand their roles in a bigger context.

Communication Skills: Leaders must possess great communication skills to enable their team members to understand their vision. They are also transparent with their team and share failures and successes with them.

Vision: What is leadership without the vision for company growth? Leaders, therefore, need to be visionaries. They must have a clear idea of what they want and how to achieve it. This is essential to steer their organization to the path of success.

Resilience: Leaders challenge the status quo. Hence, they never give up easily. They also have unique ways to solve a problem.

Intuition: Leadership coach Hortense le Gentil believes that leaders should rely on intuition for making hard decisions. Intuition heavily relies on a person's existing knowledge and life learning, especially useful in complex situations.

- **Self-Check Exercise 2**

Q1. Elaborate the different styles of leadership adopted by administrators.

9.5 Theories of Leadership

There are seven main leadership theories regarding the ability and the characteristics of a good and successful leader. Depending on different situations and scenarios, the significance of these theories is changed.

Great Man theories of leadership: The Great Man Theory of Leadership is one of the earliest and most traditional theories of leadership. It posits that leaders are born, not made, implying that leadership is an innate quality rather than something that can be developed through training or experience. According to this theory, a true leader naturally possesses the ability to lead in all aspects of life from birth. Those who do not inherently possess these qualities cannot become leaders, regardless of their efforts.

Contingency theories of leadership: Contingency Theories of Leadership emphasize that effective leadership depends on the specific situation or context in which leadership is required. These theories suggest that there is no single “best” style of leadership; instead, the most effective approach varies based on factors such as the task, the team, the environment,

and the organization's needs. A leader must assess the situation and choose the most appropriate action or style to achieve the desired outcomes.

Transformational theories of leadership: Transformational Theories of Leadership focus on the relationship between a leader and the members of an organization, emphasizing how a leader inspires and motivates followers to achieve extraordinary outcomes. A transformational leader is characterized by their ability to transform and elevate the performance, morale, and potential of their team members. This type of leadership goes beyond simply managing tasks; it involves inspiring and empowering individuals to grow, innovate, and exceed their own expectations.

Trait theories of leadership: Trait theories of leadership are closely related to the Great Man Theory, which suggests that leaders are born, not made. These theories focus on the innate qualities and characteristics that make a person a natural leader. According to trait theories, individuals with specific personality traits such as confidence, intelligence, decisiveness, integrity, and the ability to inspire others are more likely to become effective leaders. While modern leadership studies acknowledge that traits play a role, they also recognize that leadership skills can be developed through experience, training, and adaptability to different situations.

Behaviour theories of leadership: Behavioural theories of leadership bridge the gap between the Great Man Theory and Contingency Theories. Unlike trait theories, which focus on inborn qualities, behavioural theories suggest that leadership can be learned through experience, training, and practice. These theories emphasize that a leader's effectiveness is based on how they act rather than who they are. Leaders develop skills and behaviours over time, adapting to different challenges.

Transactional theories of leadership: Transactional Theories of Leadership focus on the relationship between a leader and their followers, emphasizing a system of rewards and punishments to motivate and manage performance. Unlike transformational leadership, which inspires and transforms individuals, transactional leadership is more task-oriented and structured. It operates on the assumption that team members are not inherently self-motivated and require external incentives to perform effectively.

Situational theories of leadership: Situational Theories of Leadership emphasize that there is no single best style of leadership. Instead, the effectiveness of a leader depends on adapting

their leadership style to the demands of a given situation. These theories argue that different circumstances require different leadership approaches, rather than relying on a leader's fixed traits or behaviours.

- **Self-Check Exercise 3**

Q1. Discuss the theories of leadership? Illustrate with some examples.

9.6 Functions of Leadership

The leadership theories explain the situations in which some people become a great leader. Theories of leadership tell an individual how to be a good leader. Leadership theories help to improve the behaviour and quality of the person to perform the leadership task effectively. These theories guide and motivate an individual to be a successful leader in his organisation. A key The tasks of a leader may be described as follows:

Setting goals: A leader provides guidance to the group by setting and explaining goals to his subordinates. He acts as a guide and teacher of his followers by setting main objectives of the group.

Organizing: The leader creates and moulds the organisation by assigning roles appropriate to individual abilities. He shapes the character of the group shows the way and leads it towards the achievement of goal.

Motivation: A leader creates and sustain enthusiasm among the followers. He inspires them to perform the allotted tasks with confidence and zeal. He establishes a motivational system that enables people to meet both organisational and personal goals.

Coordination: A leader reconciles individual and common objectives. He resolves internal conflicts and creates a community of interest in group. His main task is to develop voluntary cooperation to faster mutual understanding and team work.

Decisiveness: Nothing is possibly for damaging to the morale of an organisation than procrastinating, hesitating, undeceive chief.

Clarity of vision: A leader must know what he wants and what he does not want.

Far sight: A leader should be both farsighted and far seeing. He should be able to rise above and see beyond the existing situation.

Sound judgement: Judgement is a critical quality for effective leadership, defined as the ability to reason deeply, perceive situations accurately, and demonstrate insight and understanding. It involves the capacity to assess situations objectively, weigh options, and make decisions that align with organizational goals and values. For leaders, sound judgement is essential for maintaining perspective, ensuring fairness, and guiding their teams toward success.

Building up of subordinates: The extent to which an executive must win the confidence and trust of his staff and inspire them.

Flexibility: Good leaders are always flexible. They devote a great deal of thought to understand the nature of change. They keep abreast of change and adjust quickly to new methods. They are able to adapt the organisation to meet changed needs with minimal unsettlement to the led.

The importance of leadership lies in its ability to ensure success, especially in a business:

Offers Direction: Leaders provide a roadmap for a future, a compelling vision that unites employees. The lack of it can result in groups struggling consequently because they are unsure of their goals.

Instills Motivation: Leaders know how to ignite a spark to cultivate enthusiasm. They can take a team from simply doing their jobs to believing in the purpose of the organization.

Simplifies Decision-Making: It is crucial to make clear and strategic decisions to solve pressing problems. They help teams navigate through obstacles and devise innovative solutions.

Manages Change: Another reason why leadership is important is to navigate change effectively, especially when the world is evolving constantly. It becomes critical to transition smoothly and embrace new opportunities.

- **Self-Check Exercise 4**

Q1. Elaborate the importance of leaders in the governance of the country?

9.7 Leaders vs Managers

A leader guides and influences others toward a common goal or vision. They possess certain distinguishing skills that enable them to inspire and motivate their team to achieve success.

Here are five skills of a leader:

- **Clear and Compelling Communication:** Effectively convey their ideas, actively listen, and encourage open dialogue.
- **Inspiring Vision and Goal-Setting:** Provide a clear sense of direction with set meaningful goals that inspire and unite their team.
- **Decisiveness and Sound Judgment:** Make informed decisions, consider diverse perspectives, and take accountability for the outcomes.
- **Empathy and Emotional Intelligence:** Understand and connect with their team's emotions, fostering a supportive and inclusive environment.
- **Delegation and Empowerment:** Delegate tasks, trust their team's abilities, and provide the necessary resources and autonomy for success.

A manager is an individual who oversees and coordinates the activities of a team or department within an organization. They are responsible for achieving specific goals, ensuring efficiency, and maximizing productivity within their area of responsibility. Here are five distinguishing skills of a manager:

- **Effective Organization and Strategic Planning:** Excel at organizing work, developing strategic plans, and optimizing resources to achieve goals.
- **Masterful Time Management:** Prioritize tasks, manage deadlines, and optimize their and their team's time for increased productivity.
- **Operational Efficiency and Process Improvement:** Streamline workflows, identify bottlenecks, and implement strategies to enhance efficiency and productivity.
- **Financial and Budgetary Expertise:** Demonstrate financial acumen, understand budgeting, and make informed decisions to achieve financial goals.
- **Excellent Communication and Interpersonal Skills:** Communicate clearly, actively listen, and build strong relationships, promoting teamwork and understanding.

- **Self-Check Exercise 5**

Q1. Differentiate between leaders and managers.

9.8 Summary

Leadership plays a crucial role in guiding employees toward achieving organizational goals. Various leadership theories, such as trait theory, behavioural theory, and situational theory, provide valuable insights into different leadership styles. These theories have expanded the understanding of leadership by shifting the focus from who leaders are and what they do to how they adapt their behaviour in different situations, offering a broader perspective on effective leadership. In the same manner, theories of leadership were also looked at through the lens of gender. Some useful insights were derived on the gendered context of leadership and the different styles and theories of leadership. However there seems to be confrontations between theory and practice, especially when taking women leadership into considerations. Though leadership theories based on gender concerns find place in recent years, it still has to protrude the mainstream leadership literature.

9.9 Glossary

Intelligence: an effective leader must have more intelligence than their followers.

Decisiveness: leader should be decisive while taking the decision in the organization.

Clarity of vision: a leader must know what he wants and what he doesn't want.

Flexibility: good leaders are always flexible.

9.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 9.3

Self-Check Exercise 2: Ans 1. Refer 9.4

Self-Check Exercise 3: Ans 1. Refer 9.5

Self-Check Exercise 4: Ans 1. Refer 9.6

Self-Check Exercise 5: Ans 1. Refer 9.7

9.11 References/Suggested Readings

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9.12 Terminal Questions

1. Explain the meaning and style of leadership.
2. Explain the theories and functions of leadership.

Unit 10

Formal and Informal Organisations

Structure

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10.1 Introduction

We live in an organized society. Most of us work for organizations for a large portion of our lives, and we are raised in them as well. This indicates that organizations are all around man in his daily existence. In a matter of minutes, he will be able to name numerous official and informal organizations, both big and little, that have an impact on him, as well as groups that are mostly social, political, governmental, educational, religious, or the military. Organization serves as the framework, enabling the effective use of personnel, resources, and funds to achieve objectives. Organizations are encountered over the course of daily tasks. The family was the first organized group, but other types of organizations have also emerged over time. The age of mass production of commodities was ushered in by the industrial revolution. Men were supplanted by machines, factories developed into hubs of production, and large organizations began to emerge. Various authors have varied perspectives on the term “organization”, depending on how much weight they want to place on Morstein According to Marx, an organization is a structure created to carry out the duties assigned to the head of state and his administrative subordinates. J.D. Mooney, on the other hand, describes an organization as a type of human association that aims to achieve a shared goal. These definitions make it abundantly evident that an organization is made up of the relationships and working arrangements amongst its employees. It is really quite impossible to imagine an organization without people, and individuals do, in fact, work in organizations, seek out their benefits, and are impacted by them. Organizations can occasionally even lead to oppression and frustration. It has come to our attention that organizations have existed for eons. The primary components of an organization are its goals, areas of expertise, levels of coordination, authority, and hierarchy. People are always a part of an organization. The individuals are interacting with each other, meaning they are involved in some capacity. There is always some kind of structure that may be used to order or characterize these interactions. Every individual has personal goals, some of which serve as motivation for their behaviour. He anticipates that joining the organization will enable him to accomplish his goals. Additionally, these exchanges might support the achievement of mutually beneficial goals that may differ from but are yet connected to their individual goals. Organization serves as the structure. It makes appropriate use of men, material and funds in order to accomplish the objectives. It is in the course of daily activities that you will encounter organizations. Examples of organizations that support the community are the post office, the municipality, the bank, the agricultural extension officer's office, the panchayat office, the railway station, etc. An

organization is formed when specific objectives need to be met, when people need to collaborate, share the workload, and act with understanding over an extended period of time.

An informal organization is a group of people who share a common identity and are committed to achieving a common purpose. Informal organizations are created by the will and shared identity of their members. The operation of an organization, in reality, is known as an informal organization as opposed to a formal organization, which is based on roles and responsibilities. Informal organizations emerge from the interaction or communication between employees irrespective of their designations and hierarchies. It runs parallel to a formal organization. Actually, the behaviour patterns of the employees within an informal organization are what constitute its structure. The actual behaviour frequently deviates from what is expected of it in the official organization. An array of individual variables, illogical aspects of human nature, social and personal influences, etc. come together to create a departure from the planned course of action. Thus, the idea of informal organization emphasizes the impact of individuals on organization. One could think of the informal organization as a shadow organization. It naturally emerges from people interacting with one another. According to Chester Barnard, informal organizations are made up of all the individual agreements, social exchanges, and related social groups. These kinds of organizations are amorphous masses with varying densities that lack structure and are undefined. The informal work groups rely on members' interactions, communication, personal preferences and dislikes, and social contracts both inside and outside the organization. They are founded on socio-psychological support.

In each country, formal and informal relationships are essential components. As a matter of fact, informal organization contributes significantly to formal organization and covers some of its most important deficiencies. As a result, management shouldn't see informal organizations negatively toward formal organizations. Formal and informal organizations are two sides of the same coin, and even management should support informal organizations to maintain good relations inside the company and to achieve organizational goals.

10.2 Learning Objectives

After going through this lesson the students will be able to know

- Formal Organizations
- Informal Organizations
- Characteristics
- Interdependence

10.3 Meaning and Definition of Organizations

The simplest type of arrangement was the family, and as time went on, other forms of organizations also emerged. The period of mass production of commodities was brought about by the industrial revolution. Large organizations came into being as factories, machines, and labourers turned into centres of production. Depending on the focus each author wants to place, different authors have varying perspectives on the term "organization." After reading a few definitions, you'll learn about the significance that various authors have assigned. Organization, according to Morstein Marx, is the framework used by the government's top executive and his administrative subordinates to carry out the responsibilities assigned to them. This definition places a strong emphasis on structure. Conversely, J.D. Mooney characterizes an organization as a type of human association aimed at achieving a shared goal. These definitions make it abundantly evident that an organization's structure, operational procedures, and interpersonal ties make up its members. Today's world is one in which organizations whether public, commercial, political, religious, military, or otherwise are an integral part of every individual's existence. It is actually quite challenging to imagine organizations without people and vice versa. Individuals who work in organizations receive advantages from them and are impacted by them. Organizations can occasionally even lead to oppression and frustration. An established system for categorizing organizations is to use the terms "formal" or "informal," based on how structured they are. If we distinguish between formal and informal organizations, the significance of the human element in organizations becomes more evident and is acknowledged. Understanding the traits and purposes of formal and informal organizations is essential for comprehending how the organization operates.

The formal organization refers to the structured arrangement of jobs and positions, each with clearly defined functions, responsibilities, and relationships, as established by top

management. This type of organization is intentionally designed by management to achieve the objectives of an enterprise and is governed by established rules, systems, and procedures. Within this framework, every individual is assigned specific responsibilities for performing designated tasks and is granted the necessary authority to carry them out effectively. They are:

- Division of Labour
- Scalar and Functional Processes
- Structure
- Span of Control

Thus, a formal organisation is one resulting from planning where the pattern of structure has already been determined by the top management.

- **Self-Check Exercise 1**

Q1. Discuss about core features of any organization.

10.4 Formal Organizations

A formal organization is one that has been properly approved by the appropriate authority and is purposefully planned and designed. It's the Organization as outlined in guidelines and manuals, or as depicted on the organizational chart. It is what outside observers see when they observe it: an organization. Formal organization is one which is deliberately planned and designed and duly sanctioned by the competent authority. It is the organisation as shown on the organisation chart or as described by manual and it is our organisation as it appears to the observers from outside. It is customary for any organisation to prepare a chart forming the structure. According to Chester Barnard formal organisation is a system of consciously coordinated activities or forces of two or more persons. In other words we can say that authority relationship lines of communication are written. The expected relationship of superior or subordinate is clearly mentioned and levels of authority are made known to everyone in the organisation thus formed organisation enables designing of an organization identification of various levels for decision making, allocation of duties and responsibilities and ensuring smooth performance. A formal organization refers to the structured arrangement of roles within an enterprise that is systematically organized. Organizations consist of two interrelated social structures: formal and informal. The formal organization represents the official framework, typically illustrated through an organizational chart, which defines the

hierarchy, roles, responsibilities, and reporting lines. Its primary purpose is to ensure efficiency in achieving specific goals and objectives. In any organization, employees operate under established rules, policies, and procedures, with job roles and positions clearly outlined to facilitate smooth operations. This structured framework is known as a formal organization. Within this system, each employee's role, responsibilities, authority, and accountability are well-defined to align with organizational objectives. A formal organization is characterized by stability and rigidity, ensuring coordinated efforts across all departments.

A formal organization refers to a structured and deliberately created system that operates within established rules, regulations, and hierarchical structures. The main aim of a formal organization is to accomplish specific objectives in a manner that is both efficient and effective. It typically includes a hierarchical structure, with levels of management and various departments, each with its own functions and responsibilities. The formal organization provides a framework for individuals to work together towards common goals, enabling coordination, specialization, and the allocation of resources. It also establishes a system of communication and decision-making, ensuring information flows through proper channels and authority is appropriately delegated.

These are the following **disadvantages** of formal organisation:

Limited Flexibility: As this type of organisation is very specific in every activity there is very little margin for flexibility & spontaneous decision-making in the company. Such practices in the company can demotivate the employees.

Slowness of Processing: In a formal organisation performing a task needs many formal procedures. Such formalities often slow down the implementation of decision-making.

Communication Barrier: As in a formal organisation, a task needs the coordination of different departments so the communication needs to be clear in this process. Any kind of miscommunication may lead to ultimate inefficiency.

Quality of Decision: Sometimes the quality of the decision made by the top management may not be most compatible with the company but the chance of correction is very scarce.

Slowness in Problem Detection & Processing: As every procedure goes through a lot of formalities any problem detected at the operation level cannot be instantly corrected. The

right process will take some time to detect the problem & correct & its implementation. In such a process the organisation may suffer financial loss.

- **Self-Check Exercise 2**

Q1. What is formal organisation? Discuss some of its disadvantages.

10.5 Characteristics and Functions of Formal Organizations

The formal organization has an official structure defined by the organizational chart, job roles, and reporting relationships. Formal decision-making processes involve following established protocols and seeking approvals. Performance is evaluated based on predefined criteria and formal performance appraisal systems. The formal organization aims to provide stability, order, and predictability in how work is organized and executed.

These are the **characteristics** of formal organisation:

Stability: An important characteristic of a formal organisation is its stability. Therefore, the formal organisation grows and expands with the passage of time.

Division of Labour: The structure of the formal organisation is based on jobs to be performed by the individual, and not vice versa. Roles are hierarchical and work is assigned to individuals on the basis of expertise and capability.

Structured: A formal organisation is structured and organized to accomplish the organisational mission. One exponent has remarked that the “absence of structure is illogical, cruel, wasteful, and inefficient”. Because of this feature, the roles and responsibilities of individuals in an organisation are clearly defined.

Permanence: As the organisation is structured, it has continuity of operations. They last for a long time and grow over a period of time.

Rules and Regulations: Formal organisations follow rules and regulations. Individuals working in formal organisations do not perform activities, according to their whims. Rather, they act according to the rules and regulations framed by the organisation. For example, if a cooperative bank has to sanction a loan to a Panchayat for its development, the manager of the bank has to follow guidelines before sanctioning the loan.

Limitation on Activities of Individual: Every individual in a formal individual is assigned specific duties & responsibilities. This is true regulation for every personnel.

Principle of Coordination: Strict observance of the principle of coordination: The coordination between different departments in an organisation is strictly maintained to achieve the most efficient result.

Communication Through Vertical Chain: Messages are communicated through the vertical chain: Normally in a formal organisation, the vertical communication chain is followed so that the chain of command & its unity is maintained.

Status Symbol: A formal organisation is a separate social entity. The activities have a separate entity from the individuals performing those activities.

These are the **functions** of formal organisation:

Set Specific Goals for Organisation: A formal organisation has to set specific goals for the personnel working in it. By achieving the goals individually achieved the organisation as a whole will be benefited in achieving the eventual goals.

Establishing Working Relationship: In a formal organisation, the primary goal is to establish an efficient working relationship & to establish a clear chain of command. An effective work relationship is the most important thing for the goals.

Create Group Cohesiveness: It creates a sense of cohesiveness & belongings among the groups of personnel working in a formal organisation. The employee's inter-personnel interaction is important for the functioning of an organisation.

Organisational Development: A formal organisation works on organisational development by testing all the rules, regulations & the chain of activities as a present. The organisation detects any problem & works to change them if necessary for better service.

Discipline: Discipline within an organisation is important to get the best result of it. Organisational management has to find a proper way to achieve proper discipline.

Human Resource Development: It helps in other human resources development activities such as recruitment, promotions, career planning and development, and manpower planning. The important part of an organisation is its employees. A formal organisation gives the

opportunity to treat the human resources within the organisation. The development & improvement of human resource is easy in a formal organisation.

- **Self-Check Exercise 3**

Q1. Discuss important functions of formal organisations? Illustrate with some examples.

10.6 Informal Organizations

Informal organization is the organizational structure that is based on the relationships that arise spontaneously between individuals and groups in an organization. An informal organization is the social network that emerges within a formal organization. It consists of relationships, interactions, and connections among employees that are not officially sanctioned but play a crucial role in the workplace. Employee interactions in the workplace lead to the development of informal communication networks, where individuals bypass official channels and create their own social groups, known as informal organizations. These groups naturally emerge within a formal organization due to regular interactions among employees who share common interests. Unlike formal structures, informal organizations do not have a fixed framework, as they are based on social relationships rather than hierarchical roles. The flow of information within these networks is unrestricted and flexible, allowing for faster communication. Additionally, informal organizations play a crucial role in fulfilling employees' social needs and fostering a sense of belonging in the workplace. Informal organizations lack structured rules or established hierarchies among individuals. They are flexible and constantly evolving in nature. Both formal and informal groups exist simultaneously within an organization and play a crucial role in ensuring smooth operations. Informal organizations can be categorized into three types, based on the similarities and differences in the tasks carried out by their members.

Social Bonds: Informal organizations are characterized by social bonds, friendships, and informal connections that develop among employees.

Grapevine Communication: Information often spreads through the grapevine, informal channels of communication, which may or may not be accurate.

Cultural Norms: Informal organizations often have their own cultural norms and unwritten rules that govern behavior and interactions.

Support System: They provide a support system for employees, fostering a sense of belonging and camaraderie.

Influence: Informal leaders, individuals who hold influence within the informal organization, can play a significant role in shaping opinions and actions.

- **Self-Check Exercise 4**

Q1. Why the role of informal organisations is are important?

10.7 Coexistence of Formal and Informal

A formal organization is intentionally established by management, while an informal organization emerges naturally among its members. Formal organizations are characterized by stability and longevity, whereas informal groups tend to be more transient. The primary objective of a formal organization is to achieve its organizational goals, while an informal organization focuses on meeting the psychological and social needs of its members. In a formal organization, each member's role is clearly defined by management, and they are held accountable to the organization. In contrast, informal organizations are built on interpersonal relationships and lack clearly defined roles or responsibilities. Formal organizations operate within a structured hierarchy, whereas members of informal groups are generally considered equal. The emphasis in formal organizations is on work performance, while informal organizations prioritize interpersonal relationships. Formal organizations adhere to well-defined rules and regulations, whereas informal organizations are guided by shared norms, beliefs, and values. Additionally, formal organizations are typically larger in size compared to informal organizations, which are usually smaller.

Complementary Roles: Formal and informal organizations are not in opposition, they complement each other in the overall functioning any organization to promote its efficiency and effectiveness.

Efficiency: Formal organizations provide structure and efficiency in achieving organizational goals. It laid down the structure, rules regulations. Defines the positional authority enshrined the institutions delivering the services.

Social Fabric: Informal organizations contribute to employee satisfaction, morale, and the exchange of tacit knowledge. There always exists an informal organisation within formal which is mirror of society.

Bridging Gaps: Informal organizations can bridge gaps that may exist within the formal structure that can indirectly impact the productivity of an organisation.

Communication: They can facilitate communication across hierarchical levels, improving information flow.

Problem Solving: Employees often turn to their informal networks for help in solving work-related challenges.

Employee Engagement: Informal organizations contribute to employee engagement and well-being.

Social Support: They offer emotional and social support, reducing workplace stress.

Collaboration: Informal networks foster collaboration and knowledge sharing among employees.

Balancing Act: While both formal and informal organizations have their merits, organizations must strike a balance.

Acknowledge Informal Structures: Recognize the existence and importance of informal organizations within the workplace.

Leverage Informal Networks: Use informal networks to enhance communication, collaboration, and innovation.

Align with Formal Goals: Ensure that informal activities align with the organization's formal objectives and values.

Formal and informal organizations coexist in the workplace, each playing a vital role in achieving organizational goals and nurturing the social fabric of work. Acknowledging and leveraging both structures can lead to a harmonious and productive work environment.

- **Self-Check Exercise 5**

Q1. How interdependence of formal and informal organisation effect overall productivity of any institution?

10.8 Summary

Organizing involves identifying and developing various activities within an organization. It integrates both human and non-human resources to achieve the organization's objectives. By clarifying roles and establishing working relationships, organizing facilitates the implementation of plans and helps in reaching desired goals. A formal organization represents the official structure with clearly defined roles, each carrying specific authority and responsibility. This structure is intentionally designed by management to achieve specific tasks. On the other hand, an informal organization focuses on providing personal and social satisfaction to its members, fostering a sense of belonging and camaraderie. It provides the friendship and companion needs of the members, adding to the financial and non-financial benefits provided to them. Formal and informal organizations coexist in the workplace, each playing a vital role in achieving organizational goals and nurturing the social fabric of work. Acknowledging and leveraging both structures can lead to a harmonious and productive work environment.

10.9 Glossary

Specialization: The process of concentrating on and becoming expert in a particular subject or skill.

Coordination: The organization of the different elements of a complex body or activity so as to enable them to work together effectively.

Hierarchy: a system in which members of an organization or society are ranked according to relative status or authority.

10.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 10.3

Self-Check Exercise 2: Ans 1. Refer 10.4

Self-Check Exercise 3: Ans 1. Refer 10.5

Self-Check Exercise 4: Ans 1. Refer 10.6

Self-Check Exercise 5: Ans 1. Refer 10.7

10.11 References/ Suggested Readings

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10.12 Terminal Questions

1. Define formal and informal organizations with their characteristics.
2. Why coexistence of formal and informal organization is important for success of any institution.

Unit 11

Decision Making

Structure

- 11.1 Introduction
- 11.2 Learning Objectives
- 11.3 Meaning and Theories of Decision Making
Self-Check Exercise - 1
- 11.4 Process and Essentials of Decision Making
Self-Check Exercise - 2
- 11.5 Classification and Techniques of Decision Making
Self-Check Exercise - 3
- 11.6 Theory of Herbert Simon
Self-Check Exercise - 4
- 11.7 Importance of Decision Making
Self-Check Exercise - 5
- 11.8 Summary
- 11.9 Glossary
- 11.10 Answers to Self-Check Exercises
- 11.11 References/Suggested Reading
- 11.12 Terminal Questions

11.1 Introduction

Making decisions is something we all do on a daily basis. We are all constantly making judgments, whether they are private or public, in relevant or unimportant domains. It is true that no organization can function properly without making decisions, and that decisions must generally be made correctly and on time if the company is to be administered responsibly. Therefore, the core of contemporary administration is decision-making. Administration is nothing more than the process of making decisions. An administrator accomplishes everything by means of decision-making. Making decisions is a regular part of an administrator's existence. Making decisions is therefore a crucial aspect of what an administrator does. All managerial tasks, including organization, direction, control, and planning, are precursors to it. Making extremely critical decisions, nevertheless, is just as challenging. Individuals typically make selections by sight. Making decisions entails considering options and acting upon them; this is a component of all managerial tasks.

Effective decision-making is crucial in the workplace, as managers, leaders, and employees must make decisions that will yield benefits. It aids in achieving the advantageous objectives of the companies. Among the first thinkers to highlight the value and advantages of sound decision-making was Herbert. America was home to political scientist Herbert A. Simon. He was a major contributor to administrative theory. In 1978, he was also granted the Nobel Prize in Economics. An organization's decisions, according to Simon, are an essential and crucial component that, if made improperly or without sufficient time, could undermine the organization's objectives. Making decisions is a two-step process that starts with the decision and ends with implementing it. Equal importance is given to each phase. In public administration, the decision-making process consists of seven key steps: problem identification, information collection, alternative thinking, option evaluation, best solution selection, decision implementation, and result evaluation. Making judgments that are advantageous to the organization and society is made easier by adhering to this approach.

11.2 Learning Objectives

After going through this lesson the students will be able to know

- Meaning of Decision Making
- Process and Classification of Decision Making
- Herbert Simon theory
- Importance of Decision Making

11.3 Meaning and Theories of Decision Making

Modern administration revolves around the process of making decisions. Simon says that decision-making is the essence of administration. Making decisions involves choosing one course of action from among a range of options that is believed to more adequately address the choice problem's goals than the other. As Peter F. Drucker once said, a manager makes decisions for everything they do. Because decision-making plays a key part in the process of general behaviour management and direction of organizational members, it is vital for the effectiveness of organizations.

Various theories and models have been proposed to explain and improve the decision-making process in public administration.

The rational model of decision-making proposes that public administrators follow a logical, step-by-step approach involving problem identification, establishing goals and objectives, gathering and analysing information, developing alternatives, evaluating options, selecting the best alternative, implementing the decision and reviewing results. However, this theory ignores real-world constraints and complexities.

The bounded rationality theory states that public administrators have limited time, information and cognitive ability to make fully rational decisions. Decision-making is bounded by these constraints. Administrators satisfy themselves with solutions that are good enough rather than the theoretically optimal choice. They use heuristics, intuition and rules of thumb.

The incremental model of decision-making suggests that most decisions in public administration are incremental rather than comprehensive. They involve small changes from the current or past policies. Limited information processing capacity and resistance to radical changes lead to incremental decision-making. Administrators add to, modify or reduce existing policies rather than replace them entirely.

The garbage can model decision-making as a chaotic process where problems, solutions, participants and choice opportunities come together by chance. Decisions emerge from this "garbage can" based on who participates, what alternatives are readily available and what problems command attention at that time. There is no rational or optimal process involved.

The political model argues that decision-making in public administration is highly political in nature. It involves bargaining, negotiating and compromising between interest groups, politicians and bureaucrats. The final decision tends to favour those with more power and influence rather than being logically optimal. Political and self-interests shape the decision outcome.

In summary, while the rational model presents an idealized view of decision-making, other theories recognize the limitations and realities of the process in public administration. Decision-makers are bounded rational, adapt heuristics, make incremental changes and are influenced by politics and self-interests. However, understanding different theories helps public administrators make better decisions by factoring in constraints, available information and political pressures. Following a logical process also ensures more transparency, accountability and legitimacy in decision-making.

- **Self-Check Exercise 1**

Q1. Explain the meaning and theories of decision making.

11.4 Process and Essentials of Decision Making

A decision is rarely made in isolation, as it is influenced by past behaviors and the anticipated outcomes of the future. Therefore, it is essential to view decision-making as a process rather than focusing solely on the final selection among alternatives. Overemphasizing the final choice can lead to neglecting the intricate and lengthy process that precedes it, which is equally critical to understanding how decisions are made.

The Decision-Making process can be divided as shown

Defining the problem: The process begins with the recognition of a problem that requires a decision. Clear definition is critical as the right answer can be found with the right questions.

Analysing the problem and Gathering Information: The analysis of a problem often involves classifying it, which is essential to determine who should make the decision and who should be consulted during the process. Classification helps in understanding the nature, scope, and complexity of the problem, enabling a structured approach to decision-making. By categorizing the problem, organizations can identify the appropriate individuals, departments,

or stakeholders responsible for addressing it. The problem should be classified in view the following guidelines :

The nature of the decision problem, i.e Whether it is strategic or it is routine;

- The impact of the decision;
- The periodicity of decision;
- The futurity of the decision;
- The limiting or strategic factor relevant to decision.

Developing Alternative Solutions: Generating alternative solutions is a vital step in the decision-making process, as it enables a thorough evaluation of different options to determine the most effective course of action. Considering multiple alternatives enhances the likelihood of making a well-informed decision. However, despite careful analysis, there is always a possibility that an executive may make an error in their final choice, highlighting the inherent uncertainty and complexity in decision-making. Whilst considering alternative solutions, a good principle to observe is to ask, “What could be the consequences if no action at all is taken?”

Selecting the Best Solution: To select the best alternative, it is essential to evaluate the available options carefully. There are several methods to assess alternatives, with the most common being intuition choosing a solution that appears to be the most suitable at the time. However, this approach carries inherent risks, as an executive's decision may sometimes prove to be incorrect. Another approach to selecting the best alternative involves weighing the consequences of each option by analysing potential outcomes and impacts. This comparative analysis facilitates a more informed and balanced decision-making process. Peter Drucker outlined four key criteria for evaluating the consequences of various alternatives, ensuring that decisions are based on their effectiveness, feasibility, risk assessment, and alignment with organizational or societal goals.

- Risk: Executive weighs the risks of each course of action.
- Economy of effort: Benefit of the course of action

- Timing: Checks whether the situation demands the course of action
- Limitation of resources
- Converting the decision into Effective Action

Once a solution has been finalized using the above criteria, it must be effectively translated into action. The decision should be communicated clearly to those responsible for its implementation, using language they can easily understand. Involving the working group in the decision-making process—especially during the development of alternatives—can enhance the quality of the final decision by identifying overlooked factors and potential obstacles. Such participation fosters a sense of responsibility among implementers, ensuring their cooperation and commitment to successful execution. This collaborative approach strengthens the decision-making process and improves overall effectiveness.

Some of the important requirements which can help effective, decision-making are describe below:

Data Base (Management Information System): Social, political, and economic data play a vital role in decision-making. Information is the most critical and essential component of the decision-making process. It is widely acknowledged that the decisions an executive makes today, as well as the effectiveness with which they fulfil their duties and responsibilities, largely depend on the quality of the information they can access and how they utilize it. In today's complex and dynamic environment, decision-making requires a scientific foundation to ensure accuracy, relevance, and effectiveness.

Knowledge of Management Techniques: There are various management techniques available that can assist executives in making quick and accurate decisions. Executives should familiarize themselves with these methods to ensure their decisions are well-founded and effective. When applied appropriately, these techniques have proven to be highly beneficial in facilitating sound decision-making. Some of the techniques may be mentioned here.

- (i) Programme Evaluation and Review Technique (PERT)
- (ii) Critical Path Method (CPM)
- (iii) Cost = Benefit and Cost Effectiveness

(iv) Operational Research

(v) Survey Technique etc.

(vi) System's Approach

Familiarity with the aspirations of the clients: Decisions serve as a means to an end rather than the ultimate goal. They have a direct or indirect impact on people's lives, making it essential to consider the perspectives of those affected, such as interest groups and social communities. As Pt. Jawaharlal Nehru wisely stated, administrators should not isolate themselves but instead engage with people from diverse backgrounds. Through these interactions, they can gain insights beyond what is documented in official records.

Knowledge of the Environment: Decisions are both influenced by and have an impact on the political, economic, social, and cultural factors present in the environment. Therefore, the decision-making process should be aligned with the prevailing conditions. A decision that is appropriate in one situation may not be suitable in another, as its effectiveness depends on the specific circumstances surrounding it.

Personnel and organizational requirements: In a complex organization, a strong relationship of mutual goodwill between superiors and subordinates is essential. Effective leadership, supported by technical expertise, plays a crucial role in fostering this dynamic. Additionally, organizations must embrace innovation to remain adaptable and efficient. As summarized by Simon, the decision-making process consists of three key phases. The first phase involves assessing the environment to identify situations that require decisions, a step he refers to as intelligence activity, drawing from its military connotation. The second phase involves generating, developing, and evaluating potential courses of action, termed design activity. Finally, the third phase focuses on selecting the most suitable option from the available alternatives.

There are certain steps involved in the decision-making process.

The first step in the decision-making process is identifying the problem. Public administrators need to clearly understand the problem to arrive at the right decision. Only then can proper solutions be thought of. The problem may be lower efficiency, lack of resources, delay in work, increased costs etc. After identifying the problem, the second step in the decision-making process is gathering information and data related to the problem. Public

administrators need to collect relevant data and facts related to the issue. This information helps in analysing the problem better and finding possible solutions. The third step in the decision-making process is identifying and listing all possible solutions and alternatives to address the problem. Public administrators should think out of the box and list as many options as possible to solve the issue. Even radical or unconventional solutions should be considered at this point. The fourth step in the decision-making process involves evaluating and analyzing the advantages and disadvantages of each potential solution. By carefully weighing the positives and negatives of each alternative, decision-makers can identify the most effective option. Key factors such as cost, time, feasibility, and overall impact should be thoroughly assessed to ensure an optimal and well-informed choice. The fifth stage of the decision-making process involves choosing the most effective solution after evaluation. The option that offers the greatest benefits with minimal drawbacks should be selected. Additionally, the decision must align with the organization's goals and priorities. The sixth step in the decision-making process is implementing the chosen solution. A proper plan needs to be made for effective implementation. Roles and responsibilities of different people should be assigned. A timetable for implementation should be decided. The seventh and last step in the decision-making process is evaluating the results and outcome of the decision after implementation. Public administrators should measure if the decision achieved the desired results. If not, corrective actions can be taken. This helps in improving future decisions as well.

- **Self-Check Exercise 2**

Q1. What are the various steps involved in the process of decision making.

11.5 Classification and Techniques of Decision Making

Types of Decision Making

Organizational and Personal Decisions: Organizational decisions are made to advance the goals and interests of the organization. When an executive acts in an official capacity, their decisions are regarded as organizational and represent the organization's formal stance. In contrast, personal decisions are made by an executive in an individual capacity, separate from their professional role. For example, when an executive decides to change jobs or move to a different organization, they are making a personal decision.

Individual and Group Decisions: When a decision is made by an individual within an organization, it is referred to as an individual decision. These decisions typically address routine issues and are guided by established policies. On the other hand, group decisions are made collectively by a designated group, such as a board of directors or a committee, formed specifically for this purpose.

Routine and Strategic Decisions: Routine decisions are repetitive in nature and follow predefined rules, procedures, and policies. These decisions do not require the gathering of new information and can be made quickly without extensive deliberation. In contrast, strategic or fundamental decisions are more significant and are typically made by top management within an organization. These decisions pertain to policy matters and demand a comprehensive analysis of facts and careful evaluation of potential alternatives.

Programmed and Non Programmed Decisions: Programmed decisions are concerned with relatively routine and repetitive problems. Information on these problems is already available and can be processed in a pre-planned manner. Such decisions have short-term impact and are relatively simple. Non-programmed decisions deal with unique or unusual problems. Such novel or non-repetitive problems cannot be tackled in a predetermined manner. There are no cut-and-dried solutions or readymade answers for such problems. Therefore, a high degree of executive judgment and deliberation is required to solve them.

Policy and Operative Decisions: Policy decisions, made by top management, are crucial as they significantly impact the entire organization. In contrast, operating decisions are taken by lower-level management to implement and execute these policies. For instance, determining whether to grant a bonus is a policy decision made by top management, whereas calculating the specific bonus amount is an operational decision managed at lower levels.

Decision-making is a crucial function of management, requiring managers to make regular and strategic choices across different business areas. To enhance decision-making effectiveness, various techniques are employed. One such method is cost-benefit analysis, where managers assess and quantify the costs and benefits associated with each alternative. By comparing these factors, they can determine the option that provides the highest benefits relative to its costs, ensuring the most efficient and value-driven decision.

Brainstorming is another useful technique in decision-making. Under this technique, a group of people meet together and collectively generate as many solutions or alternatives as

possible for the problem. There is no criticism of ideas at this stage. All ideas are noted down. Then after brainstorming, the best ideas are selected to implement. This results in creative and innovative solutions. Decision trees can also be used as a technique in decision-making. Under this technique, the problem is presented visually in the form of a tree with branches showing possible alternatives and outcomes. Probabilities and expected values are assigned to outcomes. Managers can then analyze which alternative provides the highest expected monetary value.

The Delphi technique involves getting inputs from experts individually through interviews or questionnaires. The responses are then summarized and shared anonymously with all experts. They can update or revise their responses based on others' inputs. This process is repeated multiple times till consensus is achieved. This results in the collective wisdom of experts. The nominal group technique involves isolating group members while they generate and evaluate ideas. Only after individual evaluations are ideas shared within the group. This reduces group pressure and influences more creative thinking. Then group discussion and voting help in reaching a consensus on the best alternative.

For complex decisions with many interrelated factors, modelling and simulation techniques can be helpful. Managers develop mathematical or computer models of the problem and simulate various alternatives. The output helps identify the best alternative based on forecasted results. When uncertainty is high, and data is limited, managers can use rules of thumb or intuition based on experience to make quick decisions. Though not completely accurate, such heuristics often help in taking timely action based on gut feelings. However, results are evaluated regularly to improve such heuristic decision-making.

In summary, managers have several techniques at their disposal for making better decisions. These techniques range from simple cost-benefit analysis to complex modelling and involve individual and group-based approaches. Selecting the right technique based on the decision situation helps take optimal decisions which are aligned with organizational goals.

- **Self-Check Exercise 3**

Q1. Discuss important types of decision making.

11.6 Theory of Herbert Simon

The Simon decision making theory is a descriptive theory that gives a clear picture of the world in which decisions are significant. Here, decisions will decide the outputs or prices. Simon says in the theory that the decisions are the choice of selecting an option among the different possibilities of options. The chosen option can even be action or non-action.

The theory primarily forecasts the significance of a decision and how it should be implemented. According to Simon, multiple actions may be suitable for a given situation, as decision-makers often operate with incomplete information. In other words, there is always the possibility of making better decisions based on the available data and a deeper understanding of the situation.

In the classical aspects of economics, the psychological angle was not considered, while in this theory, Simon considered the psychological aspects also. An employee's ability to solve complex problems is significantly influenced by factors such as stress and motivation. Simply put, a person's decision-making and performance vary when faced with risk or uncertainty. The theory emphasizes a satisficing strategy, which focuses on achieving a satisfactory and sufficient outcome rather than an optimal one. This approach aims to minimize risk while maximizing benefits, avoiding excessive complexity in the decision-making process. There are two types of organisational decisions based on Simon's decision-making theory; "programmed" and "non-programmed". Each decision is discussed below in detail.

Programmed Decision

As the term programmed suggests, these decisions follow a predefined plan or set of rules to reach a solution. The guidelines and instructions for making such decisions are established in advance. Typically, these decisions are repetitive and follow a consistent pattern. For example, routine managerial decisions related to daily operations fall under this category.

Non-Programmed Decisions

Non-programmed decisions are the opposite of programmed decisions. Unlike programmed decisions, they are not pre-planned and do not follow a fixed or predictable pattern. These decisions are typically one-time solutions tailored to address unique or dynamic problems that cannot be resolved using rigid rules or procedures. Non-programmed decisions are often complex and can have significant long-term consequences.

The approach to handling programmed and non-programmed decisions may differ, but the fundamental principles remain consistent. These principles include clearly defining the problem, gathering relevant information, and thoroughly analyzing the information to ensure it meets the intended purpose.

Simon's decision-making theory introduces the concept of bounded rationality, which suggests that individuals make decisions within the constraints of their cognitive limitations and available information. This theory emphasizes the psychological aspects of decision-making and provides a framework for addressing many unresolved issues. It highlights the significance of decision-making at both personal and professional levels. Organizations consistently benefit from effective decision-making, as it enhances efficiency and helps achieve desired outcomes.

- **Self-Check Exercise 4**

Q1. What are programmed and non-programmed decisions as per Herbert Simon?

11.7 Importance of Decision Making

The decision-making as a process of administration has a wide range of application mainly in public administration and at the beginning of the fifties of last century it came to the limelight. Behind this the work of a celebrity of public administration was active and he was H. A. Simon. His renowned work *Administrative Behaviour; A Study of Decision-Making Process in Administrative Organisation* was published in 1948. Herbert Simon divided the concept into two main parts one is decision being arrived at and process of action. Mere making of decision is not enough and therefore its implementation. So both these sections are interconnected and important. Herbert Simon once said: a theory of administration should be concerned with the processes of decision as well as the processes of action. Simon pointed out that for the proper management of an organisation a policy of comprehensive in nature is required to be adopted. The decision-making approach is not without any limitations. But the mere fact is that it has immense importance in the present day structure of administration and relation between authority and public. The state must do some works for the welfare of the people, and that requires policy formulation. The state cannot move in an uncharted sea and if it tries to do so that will be a fruitless venture. Hence for the proper and effective performance and administration decision/policy is essential and if so there must be a logical and scientific method of policy making. Decision-making is an important part of state administration and we should not have any hesitation in admitting that Snyder has done a

seminal job by initiating and popularising the decision-making approach to politics. So decision-making is a very important part of an organisation. Herbert Simon, in fact, is the pioneer in the field of decision-making concept because he felt that if decision were not taken properly and timely that may spoil the objective of the business organisation and keeping this in mind it is essential that an organisation will resort to utmost caution as to the adoption of decision and at the same time will focus on the implementation of the decision. So both taking and implementing decision are important.

- **Self-Check Exercise 5**

Q1. Explain the importance of decision making for a public institution?

11.8 Summary

Decision-making is a crucial aspect of any workplace, where managers, leaders, and employees must make effective choices that yield positive outcomes. It plays a vital role in achieving the organization's objectives. Herbert A. Simon, an American political scientist, was among the first theorists to emphasize the significance and advantages of effective decision-making. Simon made substantial contributions to administrative theory and was awarded the Nobel Prize in Economic Sciences in 1978. He argued that decisions are a fundamental and critical component of an organization, and if they are not made correctly or timely, they can negatively impact the organization's goals. According to Simon, decision-making is a two-step process: the first step involves making the decision, and the second step involves implementing it. Both phases are equally important and must be carefully managed to ensure successful outcomes. Effective decision-making not only drives organizational success but also helps in addressing challenges and seizing opportunities efficiently.

11.9 Glossary

CPM: Critical Path Method

DBMS: Database Management Technique

PERT: Performance Evaluation and Review Technique

11.10 Answers to Self-Check Exercises

Self-Check Exercise 1:	Ans 1. Refer 11.3
Self-Check Exercise 2:	Ans 1. Refer 11.4
Self-Check Exercise 3:	Ans 1. Refer 11.5
Self-Check Exercise 4:	Ans 1. Refer 11.6
Self-Check Exercise 5:	Ans 1. Refer 11.7

11.11 References/Suggested Readings

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Mohit Bhattacharya: Public Administration (Calutta: World Press, latest ed.) 2000

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11.12 Terminal Questions

1. What is Decision making? Explain steps involved in its process.
2. Explain the model of Herbert Simon on Decision Making.

Unit 12

Communication and Control

Structure

- | | |
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| 12.1 | Introduction |
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Self-Check Exercise - 1 |
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Self-Check Exercise - 4 |
| 12.7 | Importance Communication and Control
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12.1 Introduction

Communication is the process of sharing information between two or more individuals. It plays a vital role in management functions such as organizing, leading, directing, and planning. For successful implementation of plans, managers must effectively transmit and receive accurate information. They also need to be able to get reliable information. Everyone in an organization can be educated when information is transmitted and received effectively, yet communications can cause serious issues in businesses when information is misconstrued or propagates incorrectly. For most human activities and life, communication is fundamental. The study of communication's foundational concepts and problems is necessary due to its interdisciplinary character. As we will soon see, communication is essential for both individuals and groups. Without communication, people cannot truly be human. Maintaining communication as a fundamental human right is essential for the healthy growth and development of individuals as well as the social context in which they live. The Latin word *communis*, which means common, is where the word "communication" gets its etymology. The goal of communication is to build "welcomeness" with the other person. In other words, we're attempting to spread knowledge, concepts, or mindsets. The common definition of communication is in line with how the word is used in daily life. "To impart, bestow, or convey, to make known, given by way of information" is the definition of "to communicate." The New Webster's dictionary describes communication as "the act or fact of communicating transmission, the imparting or interchange of thoughts, opinions, or information by speech, writing or signs that which is communicated or imparted; a document or message imparting views or information."

The significance of communication within an organization cannot be overstated. Effective communication serves as the foundation for building enduring and successful organizations. It acts as the vital link that connects every part of an organization, fostering a sense of unity and shared purpose among its members. By enabling seamless collaboration, communication ensures that everyone works together toward achieving common goals, ultimately enhancing the organization's productivity and efficiency.

12.2 Learning Objectives

After going through this lesson the students will be able to know

- Types of Communication
- Barriers to Effective Communication
- Types of Controls

12.3 Communication and its types

Communication is an ongoing process that primarily consists of three key elements: the sender, the message, and the receiver. The elements involved in the communication process are explained below in detail:-

Sender: The sender, or communicator, creates the message and delivers it to the receiver. As the originator of the communication, they initiate the process.

Message: The message consists of ideas, information, opinions, facts, or emotions formulated by the sender, which are then conveyed to the receiver.

Encoding: The sender encodes the message using symbols, such as words, images, or gestures, before transmitting it to the receiver.

Media: The channel refers to the method used to transmit the encoded message. Communication can take place orally or in writing, using mediums such as telephone, internet, mail, fax, or email. The sender selects the most appropriate medium based on the context and purpose of the communication.

Decoding: Decoding is the process of interpreting the symbols encoded by the sender. Once decoded, the message is understood and received by the receiver.

Receiver: The receiver is the final participant in the communication process, for whom the message is intended. Communication is successful only when the receiver accurately interprets the message and responds accordingly.

Feedback: Communication is complete when the receiver acknowledges receipt of the message and confirms their understanding to the sender.

Noise: Noise refers to any barrier that disrupts communication at any stage, whether from the sender, message, or receiver. Examples include a poor telephone connection, incorrect

encoding or decoding, an inattentive receiver, misunderstandings due to bias, or inappropriate gestures.

On the basis of the communication channels, types of communications are:

Verbal Communication: Verbal communication utilizes language and words to convey messages and can be either spoken or written. **Written Communication:** Involves sharing information through text-based formats such as emails, letters, reports, text messages, social media posts, documents, handbooks, posters, and flyers. **Oral Communication:** Relies on spoken words, either directly or indirectly, using sound as the primary medium for conveying information.

Non-Verbal Communication: Non-verbal communication involves conveying messages without the use of words. These wordless messages primarily support and enhance verbal communication. They include gestures, body language, symbols, and facial expressions, which help express emotions, opinions, or reactions to the messages being communicated. Non-verbal cues often set the tone for interactions and can significantly influence the direction of a conversation. By effectively managing and guiding non-verbal communication, one can control and steer the overall communication process.

Visual communication: This is communication through visual aids like drawings, placards, presentations, and illustrations, etc. **Formal & Informal Communication**

Formal communication is of following types:

Vertical: The information or data flows up and down the organizational structure.

Horizontal: This is the communication between two similar levels of the organization.

Diagonal: This refers to communication that occurs across different functional levels and departments within an organization, facilitating collaboration and information exchange among employees from various areas.

Informal Communication: Informal communication refers to the casual and unstructured exchange of information, ideas, and opinions among individuals. Unlike formal communication, it operates outside official channels and hierarchies, typically occurring between peers or colleagues who share personal relationships or common interests. This type

of communication fosters a relaxed and open environment, enabling individuals to connect on a more personal level while sharing thoughts and perspectives.

Intrapersonal Communication: When communication occurs within an individual, it is referred to as intrapersonal communication. This form of communication involves self-reflection, meditation, and contemplation, where a person engages in an internal dialogue with themselves. It also encompasses activities like prayer, where individuals communicate with a divine entity. However, some scholars categorize communication with the divine as transpersonal communication, distinguishing it from intrapersonal communication, which is strictly self-focused.

Interpersonal Communication: Interpersonal communication occurs between two individuals and involves direct interaction through dialogue, conversation, or the exchange of ideas without the use of technological devices like telephones. It is characterized by its directness, intimacy, and reliance on verbal interaction or non-verbal gestures such as facial expressions and body language. The effectiveness of interpersonal communication largely depends on the relationship between the two individuals, their social status, roles, and communication skills. Strong interpersonal communication fosters understanding, trust, and collaboration between the participants.

Group Communication: Group communication occurs when multiple individuals engage in the exchange of information within a group setting. While it shares characteristics with other forms of communication, its dynamics change as the group size increases. As the number of participants grows, interaction and intimacy may decrease, making communication less personal and more structured.

Mass Communication: When the audience is large, heterogeneous and widely dispersed, the communication is called Mass Communication. Scientific and technological advances have made it possible to make communication reach vast audience within a short

- **Self-Check Exercise 1**

Q1. Define communication. Elaborate its types.

12.4 Barriers to Effective Communication

The communication process often encounters various barriers that can disrupt or distort the intended message, leading to misunderstandings and communication breakdowns. These barriers can take different forms, including: linguistic, psychological, emotional, physical, and cultural etc.

Linguistic Barriers: The language barrier is a significant obstacle to effective communication. Since language is the primary tool for conveying messages, variations in language across different regions can create challenges in understanding. Even when people speak the same language, differences in dialects, accents, or jargon can hinder clear communication, leading to misunderstandings and inefficiency in conveying information.

Psychological Barriers: Mental and psychological factors can significantly hinder effective communication. Conditions such as stage fear, speech disorders, phobias, and depression can make it challenging for individuals to express themselves clearly. These issues may create anxiety, hesitation, or a lack of confidence, ultimately affecting the ease and effectiveness of communication. Managing these barriers requires patience, support, and sometimes professional intervention.

Emotional Barriers: A person's emotional intelligence (EQ) influences their ability to communicate effectively. Emotionally mature individuals can express themselves clearly and handle conversations with ease, while those who are overly driven by emotions may encounter communication challenges.

Physical Barriers to Communication: Physical barriers are among the most apparent obstacles to effective communication. These barriers, while often easy to address, can still significantly disrupt the communication process. Examples include excessive noise, closed doors, malfunctioning communication equipment, and physical obstructions like office partitions or distant workspaces. In large offices, a combination of physical separation and technical issues can create significant communication challenges, making it essential to ensure open spaces, functional equipment, and effective communication channels.

Cultural Barriers of Communication: With increasing globalization, workplaces are becoming more diverse, bringing together individuals from different cultural backgrounds. Cultural differences influence various aspects of communication, such as values, etiquette, dress codes, religious beliefs (or lack thereof), food preferences, and social behaviours. What is

considered appropriate in one culture may be perceived differently in another. These variations can sometimes lead to misunderstandings or misinterpretations, making cultural awareness and sensitivity essential for effective communication in diverse environments.

Organisational Structure Barriers: As discussed, various communication methods exist at the organizational level, each with its own challenges and limitations that may hinder effective communication. Many of these barriers stem from misinformation or a lack of transparency within the organization. When employees do not have access to accurate and timely information, misunderstandings and inefficiencies can arise. Ensuring clear, open, and transparent communication is essential for overcoming these barriers and fostering a productive work environment.

Attitude Barriers: Personality traits can also act as barriers to effective communication. Some individuals, such as introverts or those who prefer solitude may avoid social interactions, making communication difficult. On the other hand, overly social or excessively clingy individuals may dominate conversations, leaving little room for balanced discussions. Additionally, attitude issues such as arrogance, ego, or inconsiderate behaviour can create friction in communication, leading to misunderstandings and conflicts. Recognizing and adapting to different personality types can help improve communication effectiveness.

Perception Barriers: People interpret the same information in different ways, making perception an important factor in communication. Understanding the audience's perception levels is essential for ensuring clarity and effectiveness. Messages should be simple, clear, and precise, leaving no room for multiple interpretations. Effective communication requires considering the recipient's perspective to minimize misunderstandings and ensure the intended message is accurately conveyed.

Physiological Barriers: Certain disorders, illnesses, or physical limitations can hinder effective communication within an organization. Conditions such as a shrill voice or dyslexia are examples of physiological barriers. However, these challenges are not insurmountable, as they can often be managed or mitigated with appropriate support and adjustments.

- **Self-Check Exercise 2**

Q1. What are the various barriers to effective communication?

12.5 Types of Controls

Control is a fundamental goal-oriented function of management within an organization. It involves the process of comparing actual performance against established standards to ensure that activities align with organizational plans. If deviations are identified, corrective actions are taken to address them. Managers at all levels lower, middle, and upper are responsible for monitoring and evaluating the performance of their subordinates. This process helps in identifying issues early and implementing corrective measures within a specified timeframe to prevent potential losses or disruptions.

Establishing standards: This refers to establishing targets that must be achieved to fulfill organizational goals. Standards serve as benchmarks for measuring performance and ensuring alignment with objectives.

Control standards are classified into quantitative and qualitative standards. Quantitative standards are measurable and expressed in numerical terms, such as financial figures. In contrast, qualitative standards deal with intangible aspects, such as customer satisfaction or employee morale.

Measurement of actual performance: An employee's actual performance is evaluated against the set targets. As management levels increase, assessing performance becomes more complex due to factors like broader responsibilities and qualitative aspects of work.

Comparison of actual performance with the standard: This compares the degree of difference between the actual performance and the standard.

Taking corrective actions: It is initiated by the manager who corrects any defects in actual performance.

- **Feedback Control:** This process entails gathering data on a completed task, evaluating the outcomes, and using the insights to enhance similar tasks in the future.
- **Concurrent control:** Also known as real-time control, this process identifies and addresses issues immediately to prevent potential losses. An example of this is the use of a control chart to monitor performance and detect deviations.
- **Predictive/ feedforward control:** This type of control is preventive in nature, allowing potential problems to be identified in advance. By anticipating issues before they occur, proactive measures can be taken to avoid them.

- In an ever-changing and complex environment, controlling forms an integral part of the organization.

- **Self-Check Exercise 3**

Q1. Define control and explain its types.

12.6 Characteristics of Controls

Function of Management: Control is a fundamental function of management, carried out by managers at all levels. They are accountable for the tasks assigned to them and oversee their subordinates to ensure that organizational goals are met effectively.

Continuous Function: Control involves measuring and correcting the performance of subordinates to ensure that organizational objectives and planned activities are effectively achieved. Therefore, the control function should be exercised consistently to maintain efficiency and alignment with goals.

Future Oriented: Control involves assessing actual performance and using these measurements to determine necessary corrective actions for the future. As a result, it is a forward-looking process aimed at continuous improvement and goal attainment.

Action Oriented: Control is both action-oriented and result-driven, focusing on taking corrective measures when performance deviates from set standards. If timely corrective action is not implemented, the purpose of control is compromised, leading to inefficiencies and missed objectives.

Measuring the Performance: The control function entails evaluating past performance against predefined standards, identifying deviations, and making necessary corrections. Corrective actions are implemented through a feedback mechanism to adjust plans, modify workloads, and reallocate resources as needed.

- **Self-Check Exercise 4**

Q1. What are the characteristics of controls?

12.7 Importance of Communication and Controls

Effective communication is important when it comes to developing a better company culture and the growth and plays a pivotal role in driving growth and success in any setting, be it within a business, a team, or even personal relationships. When individuals are able to communicate their thoughts, ideas, and goals clearly and concisely, it leads to increased understanding, collaboration, and productivity. It plays a vital role in fostering innovation within an organization and can be achieved via idea sharing and collaboration, active listening and feedback, cross-functional communication, and transparent and inclusive communication.

Effective communication has a significant impact on productivity in the workplace. When communication is clear and concise, employees have a better understanding of their roles, responsibilities, and objectives. Clear communication eliminates confusion and ambiguity, enabling employees to prioritize their tasks and work efficiently towards specific goals. It plays a key role in increasing efficiency within an organization. There are several ways in which it contributes to improved efficiency. Experts maintain that it can come via clear instructions and expectations, more streamlined processes, timely information sharing, regular feedback and performance evaluation, effective collaboration and teamwork, and better utilization of technology.

Effective communication plays a crucial role in fostering employee loyalty within an organization. When employees feel that their voices are heard, opinions are valued, and information is transparently shared, they develop a sense of trust and belonging. Open and honest communication from leaders and managers helps establish a culture of transparency and integrity, creating an environment where employees feel comfortable expressing their concerns, ideas, and feedback. It plays a vital role in increasing employee engagement within an organization and there are several ways to make employees more involved. These can be open and transparent communication, two-way communication, recognition and feedback, making sure that levels of expectation are clearly set out, empowerment and autonomy is provided to all levels of employees, and teams are regularly communicated to and encouraged to collaborate on tasks.

Communication is key in business, and those organizations that have been able to master this crucial art of open and honest channels of communication between leaders and employees, and vice versa, will be best placed to reap all of the benefits. With open, honest and effective

communication organizations will be able to mitigate conflict, increase employee engagement, improved productivity, a healthy workplace culture, boosted employee satisfaction, and increased innovation.

- **Self-Check Exercise 5**

Q1. Explain the importance of communication and controls.

12.8 Summary

This unit has been designed to provide a basic understanding of communication: the term, definitions, models and the types of communication. We have analysed the various factors that shape and influence the process of communication in society. We have presented a number of definitions and models of the leading scholars on the subject. We have placed them side by side with their differences as well as complementarity, so that we get a more comprehensive idea of the subject. Each of the perspectives has something useful to offer in our effort to understand communication.

12.9 Glossary

Communication: “The term 'communication' is derived from the Latin word 'communis' meaning having something in common or establishing commonness”

Channel: “Channel refers to the means employed in order to transmit or receive message. It refers to the five senses: seeing, touch, hearing, smell and taste”

Feedback: Feedback is the receiver’s reaction to the message. It is necessary to know if the communication has been effective or not. Feedback includes questionnaire, letters to the editor, opinion, forums, comments or even protests or solidarity.

Language: Language is a structured system of oral and written symbols used by members of a social community to convey meaning in a standardized manner. It is a unique and defining characteristic of human communication.

Noise: Noise in communication theory refers to any limitation in the process of message transmission. There are two major types of communication noise: channel noise and semantic noise.

12.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 12.3

Self-Check Exercise 2: Ans 1. Refer 12.4

Self-Check Exercise 3: Ans 1. Refer 12.5

Self-Check Exercise 4: Ans 1. Refer 12.6

Self-Check Exercise 5: Ans 1. Refer 12.7

12.11 References/Suggested Readings

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12.12 Terminal Questions

1. What is effective communication? Define barriers to communication.
2. What is control? Elaborate its process.

Unit 13

Good Governance: Concept, Characteristics, Elements, Issues and Challenges

Structure

- | | |
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| 13.1 | Introduction |
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13.1 Introduction

Governance has become a widely discussed topic in recent times, frequently mentioned in daily conversations and media. For instance, the effective governance in southern Indian states is often highlighted as a key factor behind their superior performance in various development areas compared to other states. As former UN Secretary-General Kofi Annan aptly stated, “Good governance is perhaps the single most important factor in eradicating poverty and promoting development.” This underscores the significance of understanding governance in the context of development studies. Governance is primarily defined by key principles such as transparency, accountability, participation, rule of law, and efficiency. Good governance plays a pivotal role in fostering and sustaining development. It is widely acknowledged that sound economic policies, coupled with democratic institutions that are responsive to the needs of the people, are essential for achieving long-term economic growth, reducing poverty, and generating employment opportunities. By adhering to these principles, governance can create an environment that supports progress and improves the quality of life for citizens.

Governments have traditionally been responsible for governing and managing societal affairs. The conventional approach to governance was rooted in the idea that the government alone was accountable for formulating and implementing policy decisions. This approach heavily relied on bureaucratic structures, hierarchical systems, strict adherence to rules and regulations, and the concepts of permanence and neutrality. Under this model, citizens were often viewed as passive recipients of goods and services provided by the state. However, the modern perspective on governance emphasizes greater citizen participation in governmental processes to enhance the quality and effectiveness of policy-making and outcomes. There is a growing recognition that the power of the state is vast, and to prevent its misuse, it is essential to instil effectiveness and efficiency within state institutions and processes. Governance, in its contemporary sense, aims to achieve this goal by promoting transparency, accountability, and inclusivity, ensuring that state actions align with the needs and aspirations of the people. This shift reflects a move toward more democratic and participatory forms of governance.

Governance is generally linked to efficient and effective administration within a democratic framework. It encompasses the exercise of political, economic, and administrative authority

to manage a nation's affairs, including the processes of decision-making and implementation. While governance involves collaborative partnerships and networking essential for policy formulation and execution, Good Governance goes a step further by ensuring these activities are not only efficient and effective but also accountable, democratic, and responsive to public needs. Since the concept of governance has gained prominence among both state and non-state actors, there has been a growing emphasis on engaging, educating, and empowering people in peaceful ways to achieve various goals, such as economic welfare, child well-being, gender equality, environmental protection, and cultural promotion. The challenge for societies is to establish a governance system that promotes, supports, and sustains human development, particularly for the poorest and most marginalized groups. However, the quest for a well-defined and universally accepted concept of governance is still ongoing.

13.2 Learning Objectives

After going through this lesson the students will be able to know

- Trace the origin of Good Governance
- Analyse the concept of Good Governance
- Provide difference between Governance from Good Governance
- Highlight the type and key characteristics of Good Governance
- Enlisted Governance initiatives in the Indian context

13.3 Concept and Meaning of Good Governance

The concept of governance, which gained prominence in 1989 through the advocacy of the World Bank, is not entirely new. According to Pierre and Peters (2000), the term was first used in 14th-century France, where it referred to "a seat of government." However, the World Bank reinterpreted and popularized the term in a modern context, presenting it as a fresh approach to development. Globalization has amplified the influence of international institutions like the World Bank and the International Monetary Fund (IMF), which exert global pressure on countries, particularly developing nations, to adopt economic reform programs. Financial aid provided to these countries often comes with conditions that require the implementation of market-oriented reforms. These reforms are aimed at promoting economic efficiency, transparency, and accountability, aligning with the principles of good governance. This shift

reflects the growing interdependence of nations and the role of global institutions in shaping economic and governance policies worldwide.

Over time, it has become evident that the anticipated outcomes of the new governance-focused approach have not materialized as expected, or progress has been slower than initially projected. Issues such as the failure of Structural Adjustment Programs, inefficient use of public funds, rising corruption, the collapse of centrally planned economies, and increasing fiscal debt have raised serious concerns about the effectiveness of governance systems. These challenges prompted the World Bank to conduct a thorough analysis, culminating in its first major report in 1989, based on the experiences of Sub-Saharan Africa. The World Bank's report, titled "Sub-Saharan Africa: From Crisis to Sustainable Growth," highlighted the key obstacles hindering the successful implementation of market-oriented reforms. One of the primary factors identified was the failure of public institutions, which was seen as a major contributor to weak economic performance. This realization underscored the critical need for Good Governance, emphasizing the importance of strong, transparent, and accountable institutions to achieve sustainable growth and development. The report marked a turning point in recognizing governance as a central element in addressing economic and developmental challenges. The Bank considered Good Governance as sound development management. It, as per the Bank, has four main dimensions: a) Public Sector Management, b) Accountability, c) Legal Framework for Development; and d) Transparency and Information Accessibility. For the first time, the concept of 'Good Governance' was formulated by the World Bank in 1992. It was defined as the "Manner in which power is exercised in the management of a country's economic and social resources for development". In the Report titled 'Governance and Development', Good Governance was considered central to creating and sustaining an environment, which fosters strong and equitable development and is an essential component of sound economic policies.

Good governance goes beyond the efficient management of economic and financial resources or public services. It serves as a comprehensive reform strategy aimed at making governments more open, responsive, accountable, and democratic. Additionally, it focuses on strengthening civil society institutions and ensuring effective regulation of the private sector. It represents a balance between the efficiency goals of public management and the accountability principles of governance. As a key prerequisite for fostering people-centred development, good governance is gaining increasing importance in shaping sustainable and inclusive progress.

Good Governance aims at:

- Improving the quality of life of citizens
- Enhancing the effectiveness and efficiency of administration
- Establishing the legitimacy and credibility of institutions
- Securing freedom of information and expression
- Providing citizen-friendly and citizen-caring administration
- Ensuring accountability
- Using Information Technology-based services to improve citizen-government interface
- Improving/enhancing the productivity of employees; and
- Promoting organisational pluralism – State, market and civil society organisations for governance.

Good governance is defined by the quality of governance, characterized by key attributes such as participation, empowerment, accountability, equity, and justice. Upholding and promoting these principles enable citizens—particularly the poor and marginalized to express their interests, exercise their rights, and improve their living conditions. It also involves the government's ability to formulate and implement effective policies while respecting the rights and needs of its citizens. Ultimately, good governance seeks to enhance the overall quality of life by ensuring that governing processes prioritize the well-being of the greatest number of people.

- **Self-Check Exercise 1**

Q1. Elaborate the concept and meaning of good governance.

13.4 Theories and Features of Good Governance

The concept of governance gained prominence in 1989 when the World Bank began advocating for it as a key factor in development. However, some scholars argue that governance is not a new term. Pierre and Peters (2000) trace its origins back to 14th-century

France, where it referred to a seat of government. The World Bank is credited with redefining and reintroducing the term in a modern development context. With globalization, global institutions like the World Bank and the International Monetary Fund (IMF) have exerted pressure on developing nations through economic reform programs. Financial aid to these countries is often linked to market-oriented reforms, shaping their economic policies and governance structures.

The concept of governance has existed since the beginning of human civilization, but it was not widely used in the development discourse until the late 1980s. The growing prominence of the term governance is closely tied to the evolving role of governments in managing economic and developmental activities more efficiently and effectively. Governance as a distinct concept emerged in the 1980s, driven by the efforts of international economic and financial organizations such as the World Bank, the International Monetary Fund (IMF), the United Nations Development Programme (UNDP), and the International Development Assistance (IDA). During this period, perceptions of government structures established after World War II began shifting. This change led to the transition from traditional government-centred administration to a broader governance framework, emphasizing transparency, accountability, and participatory decision-making. Following were the factors contributed to it:

- Government was found ineffective and inefficient in delivering the policy objectives relating to the progress and well-being of the common people in the developing countries.
- This period also witnessed the expansion of the term development and prosperity of the people and began encompassing health, education, happiness, human rights, and freedom and participation of the stakeholders in the decision-making procedures.
- The collapse of the Soviet Union and the end of the cold war, proved the authoritarian model of government, a failure.
- The term governance came to be used to define the reinventing of public administration, particularly in the developing countries, to make it more receptive to the needs of citizens

After decolonization, many Third World countries relied heavily on foreign financial and technological assistance, as well as long-term loans from international economic and financial institutions. Until the late 1970s, the prevailing global belief was that the state should drive economic growth and public welfare. However, this perception was soon challenged as

development outcomes in aid-receiving countries fell short of expectations. Despite substantial financial aid, many recipient nations continued to struggle with chronic poverty. This raised serious concerns about aid effectiveness, prompting donor agencies to examine the role of governance in development outcomes. As a result, international aid donors proposed that financial assistance should not only be based on levels of poverty and underdevelopment but also on the quality of governance in recipient countries. In 1998, the World Bank's annual report, *Governance in Asia: From Crisis to Opportunity*, introduced a more refined and structured concept of good governance, emphasizing its role in achieving sustainable development and economic stability.

- **Self-Check Exercise 2**

Q1. Explain the theories and features of good governance.

13.5 Elements and Forms of Good Governance

Good governance has 8 major characteristics. It is participatory, consensus-oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. 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.

Participation is the political dimension of good governance. Active participation of all stakeholders in the development process is a fundamental aspect of good governance. This participation can occur either directly or through legitimate institutions or representatives. For it to be effective, participation must be both informed and organized, ensuring freedom of association and expression while fostering a well-structured civil society. Good governance ensures that all individuals, including those with physical disabilities, have a voice in decision-making either personally or through institutions that represent their interests. In India, the Panchayat Raj System and local self-governance bodies, such as municipal councils in towns and cities, exemplify public participation in development initiatives designed for their benefit. These systems empower citizens to contribute to decision-making processes that directly impact their communities.

Rule of law Good governance is built upon fair legal frameworks that are enforced impartially, ensuring the full protection of human rights, especially for minorities. The rule of law serves as

the foundation of a democratic and just society, guaranteeing that all individuals are treated equally under the law and that legal provisions are applied without bias.

For the rule of law to be effective, an independent judiciary and an impartial, corruption-free police force are essential. Recognizing this, India has undertaken various reforms in policing and the criminal justice system to enhance transparency, accountability, and efficiency in law enforcement and judicial processes. These efforts aim to strengthen the legal system and uphold the principles of justice and equality for all citizens.

Transparency in governance ensures that decisions and their enforcement adhere to established rules and regulations. It also guarantees that information is freely accessible to those affected by such decisions and are presented in a clear and understandable manner. A lack of transparency fosters an environment conducive to corruption, which hampers development and negatively impacts the well-being of society. To promote transparency and accountability, the Government of India enacted the Right to Information (RTI) Act, 2005. This law empowers citizens to access information from public authorities, thereby enhancing government accountability and encouraging participatory democracy.

Responsiveness Good governance ensures that institutions and processes are responsive and serve all stakeholders efficiently within a reasonable timeframe. Unnecessary delays in service delivery must be eliminated to uphold accountability and public trust. To achieve this, governance systems should incorporate clear timelines and deadlines for service completion. Establishing predictable and time-bound service delivery mechanisms enhances efficiency, prevents bureaucratic delays, and ensures that public services are provided promptly and effectively.

Consensus oriented In any society, multiple stakeholders bring diverse perspectives and interests. Good governance requires effective mediation of these differing viewpoints to establish a broad consensus on what best serves the community as a whole and how these objectives can be achieved. Additionally, good governance necessitates a long-term vision for sustainable human development, ensuring that policies and decisions align with the historical, cultural, and social contexts of a given society. Achieving consensus often involves collaboration rather than mere compromise, fostering inclusive decision-making that benefits all members of the community.

Equity and Inclusiveness the well-being of a society depends on ensuring that all individuals feel included and have a stake in its progress. Inclusiveness in governance means that the interests, aspirations, and perspectives of all members, especially marginalized and vulnerable groups, are considered when formulating policies and programs.

For a society to thrive, it must provide equal opportunities for all individuals to enhance or sustain their well-being. This approach fosters social cohesion, reduces inequalities, and ensures that governance structures work toward the collective good of the entire community.

Effectiveness and Efficiency Good governance means that processes and institutions produce results that meet the needs of 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 is a fundamental principle of good governance, requiring government institutions, the private sector, and civil society organizations to be answerable to the public and their respective stakeholders. The nature of accountability depends on whether decisions and actions are internal or external to an organization. In general, institutions must be accountable to those impacted by their decisions. However, accountability is only effective when supported by transparency and adherence to the rule of law. Information sharing plays a crucial role in ensuring accountability, as governance structures must promote openness and accessibility to maintain public trust and integrity. a key requirement of good governance. Not only government institutions but also the private sector and civil society organisations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organisation or institution, In general, an organisation or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law. Central to the principle of accountability is information sharing and transparency which should be promoted by governance structures.

- **Self-Check Exercise 3**

Q1. Elaborate some of the elements of good governance.

13.6 Issues and Challenges in Good Governance

Governance aims to maximize the welfare of citizens by involving three key stakeholders: the government, the private sector, and civil society or people's associations. The primary challenge in the governance process is to create a framework or system that fosters a balanced and harmonious relationship among these three components. This balance is crucial to ensure that governance is inclusive, effective, and responsive to the needs of the people.

The important issues and challenges pertaining to governance include:

- Strengthening the institutions of governance. Parliament is the supreme representative institution in India. The political representative represents the electorate. Many a times concerns are expressed on various fronts about the falling standards in the quality of participation, conduct of proceedings and so on. Hence there is need to develop good practices and procedures of parliamentary functioning and make Parliament a dynamic institution in tune with the changing times.
- Improving the functioning of civil service and bureaucracy. Ultimately it is the permanent executive that is responsible for policy implementation. It is necessary to develop a responsive civil service that is professional, energetic and caters to people's needs.
- Reassuring the citizens with establishing an independent and accountable judiciary. The judiciary is to be seen as an effective instrument of maintenance of rule of law and upholding of social justice.
- Making the private sector accountable through adopting sound business practices, adhering to rules and regulations and protecting the interests of consumers. Educating the citizens about their rights and obligations, and making them partners in all development activities.
- The issues and challenges that confront governance require effective functioning of three wings of government namely executive, legislature and judiciary and building appropriate linkages amongst the organs. Governance has to strike a suitable balance between parliamentary supremacy and judicial independence. As the state, private sector and civil society have an important role in governance process, there is a need to assign clear cut roles and responsibilities to these components to enable them to work towards genuine people-oriented development activities.

As per the 2nd ARC report, following are the Barriers to Good Governance:

Attitudinal Problems of the Civil Servants: There is increasing concern that civil services and administrative systems have become rigid, inflexible, self-sustaining, and overly focused on internal processes. As a result, their approach often appears indifferent and unresponsive to the needs and concerns of the public.

Lack of Accountability: A frequently cited reason for inefficiency in governance is the system's failure to hold civil services accountable for their actions. Disciplinary actions against underperforming or negligent government employees are rarely initiated, and the enforcement of penalties is even more uncommon.

Red Tapism: Bureaucracies globally are required to follow established rules and procedures, which are essential for effective governance. However, in some cases, these rules and procedures are poorly designed from the outset and overly complicated, ultimately failing to achieve their intended objectives.

Low levels of Awareness of the Rights and Duties of Citizens: Limited awareness of their rights often prevents citizens from holding negligent government officials accountable. At the same time, poor compliance with rules by the public also poses a significant barrier to achieving effective governance.

Ineffective Implementation of Laws and Rules: The country has a vast array of laws, each enacted with distinct purposes such as ensuring public order and safety, promoting sanitation and hygiene, safeguarding citizens' rights, and providing special protection to vulnerable groups. However, weak enforcement of these laws can lead to significant difficulties for citizens and even undermine their trust in the government's ability to function effectively.

Others constraints

Women Empowerment: Swami Vivekananda once said, "The welfare of the world cannot be achieved without improving the condition of women. Just as a bird cannot fly with only one wing, society cannot progress without empowering women." Despite this wisdom, the 108th Constitution Amendment Bill, which aims to provide 33 percent reservation for women in Parliament and state assemblies, has yet to be taken up for consideration by the government.

Caste and religion-based politics: Equity and inclusiveness are fundamental principles of good governance. However, certain aspects of contemporary politics in India, such as the exploitation of caste and religion to sway public opinion, undermine these principles. Such practices not only hinder equity but can also be exploited to provoke violence against specific segments of society.

Corruption: The high level of corruption in India has been widely perceived as a major obstacle in improving the quality of governance. The government implemented different welfare policies like PDS, NRHM, MGNREGA, Prime Minister's Jan Dhan Yojana, etc. which are very influential for good governance. But because of corruption practise among our bureaucrats our Government cannot achieve success in the implementation of these programmes.

Delay in justice: Over the past decade, the backlog of cases has risen significantly across all levels of the judicial system. From 2006 to the present, there has been a 22% increase (approximately 64 lakh cases) in pending cases across courts. As of August 2019, more than 3.5 crore cases remain unresolved in the Supreme Court, High Courts, and subordinate courts. The main cause of this growing backlog is that the number of new cases filed annually exceeds the number of cases resolved. This imbalance has led to a continuous accumulation of pending cases.

Criminalisation of Politics: - The criminalisation of the political process and the unholy nexus between politicians, civil servants, and business houses are having a baneful influence on public policy formulation and governance.

- **Self-Check Exercise 4**

Q1. Elaborate the issues and challenges in implementation of good governance.

13.7 Good Governance Initiatives in Indian Context

In India, significant efforts are underway, and in some areas, momentum is building toward reforms aimed at achieving good governance. During the 1950s and 1960s, administrative reforms primarily focused on structural changes to enhance the efficiency of the administrative machinery. However, as the nature of administration shifted in the 1990s from a traditional bureaucratic approach to a more responsive and citizen-centric model the reforms have also

adapted to this new direction. Key initiatives in this transformation include creating a citizen-focused bureaucracy, ensuring transparency through the right to information, streamlining public grievance mechanisms, introducing codes of ethics, and implementing citizens' charters. Additionally, the 73rd and 74th Constitutional Amendments stand out as crucial reform measures, promoting empowerment and greater public participation in the governance process.

Right to Information

As a signatory to the International Covenant on Civil and Political Rights (ICCPR), India is bound by international obligations to ensure the effective implementation of the Right to Information, as outlined in Article 19 of the ICCPR. The enactment of the Right to Information (RTI) Act in 2005 represents a transformative milestone in Indian democracy. This legislation empowers citizens by granting them greater access to information, thereby enhancing the government's responsiveness to societal needs. By fostering openness, transparency, and accountability, the RTI Act enables public scrutiny of government actions, making the administration more accessible and answerable to the people.

Citizen Charter

The concept of Citizens' Charters originated in the United Kingdom. These charters are developed by public organizations that provide various services to the public. They serve as formal statements that inform citizens about the nature of services offered, the procedures involved, associated costs, mechanisms for filing complaints if services are unsatisfactory, and the expected timeframes for resolving grievances, among other details. In India, approximately 68 central government organizations have adopted Citizens' Charters, and state governments are also implementing them. The next time you visit a government office, hospital, or municipal body, you can review their Citizens' Charter to understand their service commitments and accountability mechanisms.

E-Governance

The National e-Governance Plan aims to make all government services accessible to citizens at the local level through common service delivery platforms, ensuring efficiency, transparency, and reliability at minimal costs. E-Governance leverages emerging information and communication technologies (ICTs) to enhance service delivery and programming, creating opportunities for rapid social and economic progress globally. By enabling direct interactions between citizens and government services, e-Governance significantly benefits the public. Key

initiatives under e-Governance include Pro-Active Governance and Timely Implementation (PRAGATI), the Digital India Program, MCA21 (to streamline services of the Ministry of Corporate Affairs), Passport Seva Kendras (PSK), and online income tax return filing, among others. These programs exemplify the transformative potential of e-Governance in improving governance and public service delivery.

People's Participation and Decentralisation

The government is promoting public participation in governance through the 73rd and 74th Constitutional Amendments, which grant constitutional recognition to rural and urban local bodies. These amendments empower these institutions to act as self-governing entities by providing them with the necessary authority and resources. State governments have enacted relevant legislation to establish these bodies, define their functions, regulate elections, and ensure the allocation of resources, thereby strengthening grassroots democracy and decentralization.

Good Governance Index

The Good Governance Index (GGI) was introduced on December 25, 2019, to mark Good Governance Day. It serves as a standardized tool to evaluate governance performance across states and Union Territories in India. The primary objectives of the GGI include providing measurable data to compare governance levels, assisting states and Union Territories in developing effective strategies for improvement, and promoting a results-driven approach to administration. By assessing the impact of various government interventions, the index helps in fostering accountability, efficiency, and transparency in governance. These are, in brief, some of the key initiatives taken by Indian government in fostering responsive governance. Any reform measure to be effective has to be sustained in the long run. To fulfil aspirations of citizens the governments both centre and state are inventing and taking several initiatives across the country.

- **Self-Check Exercise 5**

Q1. Explain initiatives initiated by government to implement good governance.

13.8 Summary

The concept and practice of governance, particularly Good Governance, have gained significant attention in recent years. While governance in a narrow sense focuses on enhancing public administration structures, processes, and institutional development, a broader perspective emphasizes qualitative improvements in administration. Key principles such as accountability, transparency, participation, and empowerment are essential for making governance more effective and development-oriented. Good Governance fosters innovative interventions and active participation from multiple stakeholders, rather than relying on a single authority. It promotes collaboration among government institutions and external actors, encouraging flexibility in public service delivery and ensuring cost-effective policy outcomes.

13.9 Glossary

Civil Society: Civil society refers to the self-organization of citizens and comprises various social organizations that operate independently of the state. It includes financial, charitable, social service, development, and professional organizations that contribute to societal well-being.

Market: An institution that advocates for the interests of private entities in the economy. Over time, some argue that it has evolved into an alternative to the state, influencing policies and economic decisions.

Rule of Law: It refers to a legal system in which the rules are clear and fairly enforced and everyone is equal before the law.

State: A state is the fundamental entity in the modern world, characterized by a defined population, a specific territory, a governing authority, and sovereignty the supreme power to manage its own affairs.

13.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 13.3

Self-Check Exercise 2: Ans 1. Refer 13.4

Self-Check Exercise 3: Ans 1. Refer 13.5

Self-Check Exercise 4: Ans 1. Refer 13.6

Self-Check Exercise 5: Ans 1. Refer 13.7

13.11 References/Suggested Readings

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13.12 Terminal Questions

1. Explain the Concept and Parameters of Good Governance.
2. Enumerate the initiatives taken by Indian Government for implementing Good Governance and Discuss challenges faced.

Unit 14

Citizen and Administration

Structure

- 14.1 Introduction
- 14.2 Learning Objectives
- 14.3 Citizen Centric Administration
 - Self-Check Exercise - 1
- 14.4 Initiatives towards Citizen Centric Administration
 - Self-Check Exercise - 2
- 14.5 Barriers to Citizen Centric Administration
 - Self-Check Exercise - 3
- 14.6 Socio-Economic Development
 - Self-Check Exercise - 4
- 14.7 Core Principles of Citizen Centric Governance
 - Self-Check Exercise - 5
- 14.8 Summary
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- 14.10 Answers to Self-Check Exercises
- 14.11 References/Suggested Readings
- 14.12 Terminal Questions

14.1 Introduction

All democratic governments now place a high premium on sustainable development. The secret to sustainable socioeconomic development is to improve governance and administration through proactive service delivery and citizen-centric management. Good governance and citizen-centric administration are closely related. Any government program's success depends on how the intended beneficiaries react. The public's active involvement in the creation, execution, and assessment of policies will help close the communication gap between the executive branch and the general public. It will improve the administration's ability to respond to public needs and ground-level realities. Furthermore, prompt and fair access to government services is a key component of successful governance for the populace. More important to the public than various political theories and organizational schemes is efficient socioeconomic growth. As a result, placing citizens at the center of socioeconomic growth has gained more importance globally. Globalization and liberalization have changed the framework and subject matter of governance. The market economy's growing dominance has led to a greater emphasis on citizen contentment. The expansion of New Public Management (NPM) programs is centered on institutionalizing integrated service delivery to better serve the public as clients and customers. NPM believes that the conventional approaches to governance are too disengaged from the people. From an NPM perspective, the traditional techniques were unable to effectively engage with and address the demands of the population. NPM encourages a shift in the way the government views its constituents in an effort to improve efficiency and responsiveness. In governance, this prioritizes citizens first. The development of information and communications technology (ICT) has been a major factor in the advancement of "citizen-focused" governance. Furthermore, the 2008 financial crisis and its aftermath have forced policymakers to consider the issue of "citizen centrality." Governments are under pressure to act in the interests of the majority of people, not just a select few. Globally, there is a growing expectation for more communication between the government and the citizenry. Lessening public mistrust of the government and creating a support network through proactive citizen-centric initiatives are the top priorities for policymakers. Thus, the socio-economic prosperity of any nation greatly depends on citizen-centric management.

The ideas of good governance and citizen-centric government are interwoven. Kautilya elucidated the characteristics of a well-managed state's king in his work Arthashastra. "What pleases his subjects, he considers good; whatever pleases himself, he does not consider good," the speaker stated. "In the happiness of his subjects lies his happiness, in their welfare his

welfare." As a result, any administration that adopts a welfare strategy must take into account the needs of its residents and work as hard as possible to supply services to them in an effective and efficient manner. An administration that is effective, efficient, considerate, participatory, transparent, accountable, and responsive to the concerns of the people is said to be citizen-centric.

14.2 Learning Objectives

After going through this lesson the students will be able to know

- Citizen Centric Administration
- Initiatives towards Citizen Centric Administration
- Barriers to Citizen Centric Administration

14.3 Citizen Centric Administration

Welfare states are those found in modern states. In addition to upholding law and order, they are primarily focused on the socioeconomic advancement of the populace, particularly the impoverished. The level of satisfaction that a state offers its residents can be used to assess the quality of its government. Citizen's voices must therefore be heard in governance. Thus, it is possible to state that the foundation of successful administration is the people. Service to the people is ingrained in every democratic and welfare state. It needs to uphold and encourage ethics, that is, honesty and openness. It has compassion for the less fortunate members of society and guarantees equity among the populace. Additionally, a state must have Citizen-Centric Administration to guarantee efficiency that is, prompt and effective service delivery in order to be eligible for good governance. Therefore, citizen-centric administration is intrinsically linked to the characteristics of good governance, such as the rule of law, accountable, transparent, and responsive administration, equitable and inclusive growth, effective and efficient service delivery, and participatory and consensus-oriented government.

The 2nd Administrative Reforms Commission was established by the "Department of Administrative Reforms and Public Grievances (DARPG)" Order, which broadens the definition of "citizen-centric administration" by including five key elements: i) accountable and transparent government; ii) result-oriented administration; iii) citizen-centric decision making; iv) user groups in decision-making; and v) freedom of information. Broadly speaking, citizen-

centric administration provides citizens a bigger involvement in addition to improving policy delivery and providing citizen-oriented services. It increases public knowledge and concentrates on citizen-designed policy choices that can satisfy the needs and ambitions of the populace. The ultimate manifestation of citizen-centric administration is the "individualization" of policy and service delivery. It entails combining services for citizens, learning about their requirements and preferences, including citizens in the creation of policies and services, and enhancing the capacity of the public sector. Thus, demands of citizens are paramount in citizen-centric management. Public policy is created, delivered, implemented, and evaluated with the needs of the public in mind. Individuals can participate directly in the formation of policies and decision-making processes, or their input on service evaluations can be documented. The basic idea of citizen-centric administration is "people centrality" in all forms of service design and policy formulation.

- **Self-Check Exercise 1**

Q1. Explain the concept of Citizen Centric administration.

14.4 Initiatives towards Citizen Centric Administration

Demands for implementing administrative changes and closing the communication gap between the public and the administration have been persistent. As the nation's socioeconomic status has increased, so too have the demands for better and more efficient service delivery. The government is working to create an effective system for delivering public services. The government's adoption of the LPG Model in the 1990s, which led to economic liberalization, has increased demand even more. In an effort to bring government closer to the people, the government has implemented a number of reforms. It comprises the Right to Services Act, the Right to Information Act, institutional reforms, citizen charters, e-governance, and a grievance redressal system, among other things.

Citizen Charter: One key component of citizen-centric governance is a citizen's charter. It implies the organization's dedication to openness and responsibility, the calibre and timeliness of service delivery, and a grievance resolution process. In the UK, the Citizen's Charter program was initially introduced in 1991. It was re-launched and given the new name "Service First" in 1998. There are now more voices calling for responsive government and efficient service delivery because to the economy and literacy. As a result, during a conference of chief

ministers convened in New Delhi on May 24, 1997, the "Action Plan for Effective and Responsive Government" was approved at the federal and state levels. The decision was made for the federal and state governments to draft Citizen's Charters, starting with industries with a lot of public interaction, such public distribution systems, railroads, telecom, and postal services, among others. The job of creating, organizing, and putting into practice Citizen's Charters was given to the Department of Administrative Reforms and Public Grievances (DARPG). The Charters included the following elements:

- Vision and Mission Statement
- Details of business transacted by the organization
- Details of clients
- Details of services provided to each client group
- Details of grievance redress mechanism and how to access it; and
- Expectations from the clients.

The DARPG has periodically established a number of review committees to identify and address the deficiencies in India's citizen charters. According to these investigations, the majority of departments created Citizen's Charters without consulting anyone or providing them with enough attention. Lack of funding for staff orientation on various aspects of the Charter and for raising awareness for its publicity was another contentious topic. The DARPG has put up a great deal of effort to address these problems.

Right to Information (RTI): The Right to Information (RTI) Act was introduced by the Indian government in 2005. Its goal was to produce knowledgeable citizens who could guarantee open and responsible governance. RTI is a potent instrument to combat corruption and guarantee the provision of effective, efficient, and citizen-centered services. Knowledgeable citizens are better able to exercise their rights and carry out their responsibilities. It provides them with lawful access to work, documents, and records for examination and aids in their education about government operations. Notes, extracts, or certified copies of papers or records are available to them. Additionally, approved samples of materials owned or controlled by the public authority are available for citizens to take. As a result, RTI empowers citizens by enabling them to obtain prompt responses to their requests. In these situations, the government cannot ignore their requests and operate independently. It forces the government to use its power for the benefit of the general populace rather than just a

select few. It has aided citizens in pointing out the holes and flaws in the system for delivering public services. Therefore, in order to improve the delivery of services, the government must implement corrective measures. It also causes the government to exercise caution in its next moves. As a result, it holds government responsible to the people. The government officials give proper consideration to rules and regulations as well as the welfare of the general public since RTI has discovered so many incidents of corruption. The Right to Information Act (RTI) is currently accessible on mobile devices as well as online. Thus, RTI might be considered a revolutionary instrument of the citizen-centric administration.

Right to Service Act: The Right to Service Act is a significant legislative measure that empowers Indian citizens by ensuring timely and efficient delivery of public services while also addressing issues of corruption, delays, and bureaucratic inefficiencies. In case the officers are not able to deliver the requested services within the stipulated time period, it provides the grievance redressal mechanism that could book such officers.

Decentralisation: The Panchayati Raj System, introduced in 1993, was a transformative step in India's governance framework, aimed at decentralizing power and bringing the government closer to the people. This system was a response to economic development, increased literacy, and rising demands for efficient public service delivery. Panchayati Raj system has reduced the gap between government and people and has had a positive impact on the overall public service delivery. Delegation- administrative decentralization is also referred to as delegation. It is mainly about entrusting one's authority to others, and the person to whom the authority has been delegated can act independently and take decisions but is also responsible for their actions. At the same time, the delegating authority remains responsible for the actions of the person to whom the authority has been delegated.

National e-governance Initiatives in India: E-Governance has revolutionized the way governments interact with citizens, ensuring transparency, accountability, and efficiency in public administration. By eliminating middlemen, it reduces corruption, speeds up service delivery, and makes government services more accessible to all citizens. Recognizing the potential of digital technology, the Indian Government launched the National e-Governance Plan (NeGP) in 2006 with the goal of providing seamless, efficient, and accessible online services to all citizens.

Grievance Redressal Mechanism: Grievance redressal system is the backbone of citizen-centric administration. If administration fails to deliver the effective services, then the citizens should be able to take recourse to a mechanism to have their grievances redressed.

Social Audit: Social Audit is a powerful mechanism that enables citizens to measure, verify, and report on the social and ethical performance of any organization, especially government institutions. It enhances accountability, transparency, and participation in governance, ensuring that public resources are utilized efficiently for the welfare of society. Social audit is a crucial tool for participatory governance, ensuring that government policies and programs truly benefit the people. By making governance more transparent, accountable, and community-driven, it plays a vital role in strengthening democracy and promoting citizen-centric administration.

Sevottam Model for Citizen-Centricity: Second Administrative Reforms Commission (ARC) suggested adopting Seven Step Model for citizen-centricity, which will help in improving public service delivery. Accepting these recommendations, the Department of Administrative Reforms & Public Grievances (DARPG), Ministry of Personnel, Public Grievances and Pensions conceived the Sevottam Model in 2006. Its literal meaning is “Service Excellence”.

Consumer Protection: Consumer protection plays a crucial role in governments that prioritize consumer interests. To safeguard consumers in the open market, the government introduced the Consumer Protection Act in 1986. This act is designed to provide a straightforward, efficient, and cost-effective mechanism for resolving consumer grievances. It establishes a three-tier quasi-judicial system at the national, state, and district levels to ensure fair and timely redressal of consumer issues.

- **Self-Check Exercise 2**

Q1. Elucidate some of the citizen centric initiatives of government of India.

14.5 Barriers to Citizen Centric Administration

There are several institutional, social, political, and behavioural factors that contribute to India's weak citizen-centric governance. The situation is made worse by flaws in the system, legal loopholes, and a general lack of citizen understanding. Some of the examples of barriers to citizen centric administration are mentioned below:

Attitudinal Problems of the Civil Servants: The Indian Civil Services and administration are frequently criticized for their rigidity, insularity, and self-serving nature. They are often perceived as indifferent and unresponsive to public needs. With significant authority at their disposal, many officials see themselves as figures of power rather than public servants. Factors such as widespread poverty and illiteracy have contributed to a culture of excessive deference to authority, further deepening the divide between administrators and society.

Lack of Accountability: Lack of accountability inside the system is frequently used as an excuse for abuse of authority. They frequently go undercover as politically responsible people. It is rare for civil personnel who transgress to face disciplinary action. Penalties are even less frequently used. Authority and corresponding accountability and duty are inextricably intertwined.

Red Tapism: Written rules and regulations form the foundation of an impartial bureaucracy, essential for good governance. Adhering to these rules is crucial, but it is equally important to ensure that they do not become overly complex and hinder the core objective of administration serving the people. In India, civil servants often focus excessively on rules and procedures, treating them as goals rather than means. This rigid approach frequently leads to delays in work and, in some cases, fosters corruption under the pretext of procedural compliance.

Low levels of Awareness of the Rights and Duties of Citizens: Citizens cannot hold the administration responsible if they are unaware of their rights. They violate other citizens' rights and freedoms when they are unaware of their obligations. Thus, a vigilant populace that is fully informed of both its rights and obligations is necessary for good governance. Indians have relatively little awareness of this.

Ineffective implementation of Laws and Rules: India boasts one of the finest legal systems in the world, with the Constitution guiding policymakers to establish a just and welfare-oriented society. Various legislations are in place to safeguard the rights of citizens, particularly vulnerable groups such as women, persons with disabilities, and marginalized communities like SCs and STs. However, the effectiveness of these laws is often compromised due to weak implementation. Justice frequently gets hindered by bureaucratic complexities and loopholes in enforcement, making legal protections less impactful in practice.

- **Self-Check Exercise 3**

Q1. What are the barriers to citizen centric administration?

14.6 Socio-Economic Development

The government is dedicated to modernizing administration to meet the demands of the 21st century, prioritizing citizens in socioeconomic development. Recent initiatives, such as simplified IT return filing, one-stop corporate service windows, the Right to Information (RTI) Act, the integration of ICT, and the promotion of e-governance across various sectors, highlight this commitment. Additionally, legal reforms through the Law Commission and amendments to outdated laws further support these efforts. These citizen-focused initiatives have enhanced efficiency, effectiveness, accountability, transparency, and public engagement in governance. This has accelerated the growth of the economy and society at large. Previously marginalized citizens, particularly the poor and vulnerable, now have better access to public services, helping integrate underprivileged sections into the mainstream. When the administration prioritizes public needs and efficiently delivers services, it enhances satisfaction while reducing costs. A government that adopts a citizen-centric approach generates significant economic value and empowers individuals across all sectors of society. By ensuring access to information and integrating various government services and systems, citizen-focused administration strengthens social, environmental, and financial well-being. Such programs play a vital role in addressing a wide range of societal challenges. For instance, the government's Jan Dhan Yojana has enabled financial inclusion for those who are not banked, as well as affording ordinary citizens access to banking, pension, insurance, and the Pradhan Mantri Suraksha Bima Yojana (PMSBY), Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY), and other services. The administration has embraced a citizen-centric strategy that gives special attention to the underprivileged groups in society. For instance, the government has developed a number of entrepreneurial programs aimed at empowering women in the economic sphere. Launched in 2016, Mahila-e-Haat is a citizen-centric concept that aims to empower marginalized women. It enables direct communication between customers and sellers and supports prospective female business owners in showcasing their goods and services. The Support to Training and Employment Programme for Women (STEP) equips women with entrepreneurial and employability skills so they may make a positive

impact on society and the economy. Citizen-centric policies thus contribute to the nation's socioeconomic growth while empowering and satisfying the populace.

- **Self-Check Exercise 4**

Q1. Explain how citizen centric administration contributes towards socio-economic development of nation?

14.7 Core Principles of Citizen Centric Governance

Citizen-centric governance is an administrative model that places citizens' needs and interests at the heart of policymaking and public service delivery. This approach enhances government responsiveness, accountability, and transparency while encouraging active citizen participation in decision-making. Its key pillars include transparency, efficiency, stability, and continuity in governance, ensuring a more inclusive and effective administrative system. The 12th Report of the 2nd Administrative Reforms Commission (ARC), chaired by Veerappa Moily, focused on Citizen-Centric Administration. The fundamental principles of this governance model emphasize placing citizens at the heart of government policies, programs, and service delivery. The following are some of the key principles of Citizen-Centric Governance.

Accessibility: Government services and information should be easily accessible to all citizens, ensuring inclusivity regardless of social, economic, or geographic differences. This promotes equal opportunities and enhances public engagement in governance.

Participation: Citizens should be actively encouraged to participate in decision-making and share feedback on government policies and programs. This fosters inclusivity, improves governance, and ensures that policies align with public needs.

Transparency: The government should maintain transparency in its decision-making processes and ensure that information is easily accessible to citizens. This fosters trust, accountability, and informed public participation in governance.

Accountability: Government officials must be accountable for their actions and decisions, ensuring transparency and integrity in governance. Citizens should have the right to hold them responsible through established mechanisms, fostering trust and democratic participation.

Efficiency: Government services should be delivered with efficiency and effectiveness by minimizing bureaucracy, preventing corruption, and fostering innovation. This ensures a seamless and responsive governance system that meets citizens' needs.

Rule of Law: Laws should be applied fairly and consistently, particularly those protecting human rights. Without the rule of law, governance risks falling into Matsya Nyaya, or the law of fish where the strong dominate the weak, leading to injustice and disorder.

Consensus oriented decision making assures that even if no one gets everything they want, at least everyone can come up with a reasonable solution that won't impact anyone.

Responsiveness: Institutions and procedures should be efficient and responsive, ensuring that the needs of all parties are met in a timely manner. This fosters trust, accountability, and effective governance.

- **Self-Check Exercise 5**

Q1. Elaborate on the core principles of citizen centric administration.

14.8 Summary

With growing consciousness of citizens about their rights and privileges, we are witnessing an increase in people's demands on administration. Although many efforts are being made by the government to meet the demands, yet the wide gap which exists between the expectations and performance gives rise to grievances. It is absolutely necessary, that the concern for their redressal in any organisation should percolate down to the lowest administrative units as the interface between administration and people is more at that level. Apart from strengthening the redressal machinery at all levels it is essential that participative administration is encouraged which to certain extent would lessen the frictions between citizens and administration. Also there is a need to educate the citizens regarding their social responsibilities and also reorient the attitude of the officials.

14.9 Glossary

Administrative Reforms: Administrative reforms are intentional changes in the structure and procedures of public institutions aimed at enhancing efficiency, effectiveness, service quality, and workforce competence. These reforms may involve personnel, financial, or organizational aspects and are typically implemented based on recommendations from the Administrative Reforms Commission (ARC).

Citizen's Charter: A Citizen's Charter is a written document that outlines an organization's voluntary commitment to service standards, quality, and delivery timeframes, along with a grievance redressal mechanism. It promotes transparency and accountability in administration, ensuring better public service delivery.

E-government: E-Governance is the use of Information and Communication Technology (ICT) to streamline government processes and functions, enabling the online delivery of public services and information. It enhances efficiency, transparency, and accessibility in governance.

Governance: Good governance refers to the structures and decision-making processes through which a state manages its affairs while ensuring transparency, accountability, rule of law, equity, and citizen participation. It fosters efficiency, inclusivity, and public trust in governance.

14.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 14.3

Self-Check Exercise 2: Ans 1. Refer 14.4

Self-Check Exercise 3: Ans 1. Refer 14.5

Self-Check Exercise 4: Ans 1. Refer 14.6

Self-Check Exercise 5: Ans 1. Refer 14.7

14.11 References/Suggested Readings

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14.12 Terminal Questions

1. Explain Citizen Centric Administration and its features.
2. What are the initiatives taken by GOI towards citizen centric administration? Explain some of the barriers to citizen centric administration.

Unit 15

Accountability and Control

Structure

- 15.1 Introduction
- 15.2 Learning Objectives
- 15.3 Legislative Control
 - Self-Check Exercise - 1
- 15.4 Executive Control
 - Self-Check Exercise - 2
- 15.5 Judicial Control
 - Self-Check Exercise - 3
- 15.6 External Accountability and Control
 - Self-Check Exercise - 4
- 15.7 Accountability in Global Governance
 - Self-Check Exercise - 5
- 15.8 Summary
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- 15.10 Answers to Self-Check Exercises
- 15.11 References/Suggested Readings
- 15.12 Terminal Questions

15.1 Introduction

In a democracy, the people should not only form the government, but they should also hold it responsible. Put another way, bureaucrats and government employees should serve the public interest and be held responsible for their actions. In actuality, laws, rules, and regulations enable professional civil officials administer the government. It is not always simple to understand why certain policies are adopted and how they are executed due to the scale of government and the distance between the general public and those working for the government. Government operations are frequently shielded by intricate laws and regulations and kept under wraps. Transparency is essential to democracy. Democracy is real and works when government processes are transparent and there is a mechanism in place to hold public employees responsible for their actions. The main issues with accountability are: how to put institutional restraints on those in positions of bureaucratic "power," how to supervise the use of "power," and how to apply checks on that authority. Therefore, "answerability" or providing a "report" of acts taken and "enforceability" or taking punitive action for unlawful, insufficient, or incorrect performance are both implied by the concept of accountability. To put it simply, accountability is taking responsibility for one's actions or behaviors. The process via which a public agency or a public official carries out their given responsibilities is known as public services accountability. It also covers the procedure by which the official or agency must give an explanation for these kinds of activities. The foundation of public administration in a democracy is bureaucratic accountability. It goes without saying that in a constitutional system of government, bureaucrats must answer to their hierarchical superiors within the organization as well as the court's interpretation of the Constitution's limits and duties. Additionally, democratic government assumes that the people and their elected representatives are superior to the bureaucracy. When it comes to accountability, our main focus should be on ways to make sure that those in positions of authority use their influence sensibly so that they can be held responsible for their deeds.

The accountability chain is really simple, according to classical democratic thought. Representatives are chosen by the public based on their positions on social, political, and economic problems. The representatives of the people enact policies, which are implemented by administrative agencies. It is true that they report to their political chiefs, who report to the legislature. This distinction between policymaking and policy implementation is not valid in contemporary administration. In today's large government, administrators have a great deal of discretion and do take part in the policy-making process. The public and media have

consistently demanded more transparent and clear public administration, as well as an improvement in the moral behavior of public officials, as the State has gotten larger and bureaucrats have abused their power.

15.2 Learning Objectives

After going through this lesson the students will be able to know

- Legislative Control
- Executive Control
- Judicial Control

15.3 Legislative Control

In democratic the broad policies of administration are laid down in the legislative enactment. The tasks of government are, thus, not of its own making; these are broadly speaking, defined by the legislature. Further, the later provides the government with funds to finance the various programmes. The legislature lays down major public policies by enacting laws or by amending or repealing the existing ones. In practice, however, the initiative in policy making has gradually, but surely, shifted to the executive all over the 'world. In India the tools of Legislative Control are Questions, Resolutions, and Zero-Hour Discussion. Adjustment Motions, Votes of Censure, Budgets, and Parliamentary Committees.

Parliamentary oversight of public administration operates in two ways: direct and indirect. Indirect control functions through ministers, who act as a bridge between their departments and the legislature. In a parliamentary system, ministers are held accountable on the floor of the house, ensuring that the administration remains answerable to the people's will. As both a servant of Parliament and the head of their department, a minister is responsible for addressing any lapses within their ministry. Similar to parliamentary practices in Britain, Canada, and Australia, the Indian Parliament has developed effective mechanisms to monitor and refine bureaucratic structures, ensuring greater operational efficiency. The Parliament/Legislative exercises supervision and control over administration, through the following means:

Budgetary Control: The most effective legislative oversight of administration is exercised through financial control, as no expenditure can be made without the legislature's approval. While the executive's demands for grants cannot be rejected or reduced as long as it holds a

majority in the legislature, the process of voting on these grants is preceded by debates and discussions. This provides the opposition with a valuable platform to scrutinize the government's actions, highlight its shortcomings, and ensure greater accountability. Such deliberations serve as a crucial mechanism for maintaining effective control over public administration.

President Speech: Each new session of Parliament begins with a speech by the President, outlining the key policies and initiatives the executive plans to focus on in the near future. Typically, four days are allocated for discussions on this address, providing a platform for in-depth debate. This discussion allows the opposition to critically examine the government's policies and performance, not only in relation to the address but also across the broader scope of administration. It serves as an important mechanism for holding the government accountable and ensuring transparency in governance.

Question hour: The first hour of every parliamentary day is reserved for questions which provide an effective form of control. The privilege of asking questions keeps the entire administration on its toes. A question is generally followed by supplementary questions, which provide a sort of cross examination of the minister and do often catch him off his balance.

Zero Hour Discussion: 'Zero Hour' India's innovation in the field of parliamentary practices, has emerged since 1952 as a powerful tool of control over the executive, though it is not a formally prescribed device available to the members of parliament and involved immediately after the question hour but before the items on the order paper of the house are taken up for discussion and disposal.

Adjournment Debates: The device of adjournment motion is a tool of day to day control and may be utilized for arising a discussion in the house of any specific question of urgent nature and of public importance.

No Confidence Motion: It is also called censor motion, exists in the constitution itself. It provides an occasion when the entire policy of the government or a part of it, comes under fire. An adverse vote on this occasion leads to the resignation of the Government.

Debate on Legislation: The various readings of a bill provide opportunities to the members of parliament to criticize the entire underlying of the bill.

Parliamentary Committees: These committees are Public Accounts Committee, Estimate Committee, Committee on Public Undertaking, Committee on Subordinate Legislation and Committee on Assurance are also tools of control over administration.

Audit: When Parliament approves funds for expenditure, it also bears the responsibility of ensuring that the allocated money is utilized efficiently and responsibly. This oversight of public expenditure is carried out through the Comptroller and Auditor General (CAG) of India, who audits government spending and ensures financial accountability. By examining expenditures and identifying irregularities, the CAG helps Parliament maintain transparency and enforce fiscal discipline in governance.

Limitation of Legislative Control: It is the function of Parliament to exercise surveillance or oversight over administration. But, while the administration is accountable to Parliament, Parliament is not supposed to interfere with the day to day administration. The pivotal position of Parliament in the Indian political system, in recent years has suffered some decline in its prestige. Some of the limits are discussed below

The executive plays a crucial role in policy formulation, making the government the primary legislative leader. With the increasing scope and complexity of administration, legislatures often lack the time and expertise to effectively oversee its rapid expansion. Additionally, financial oversight is hindered by a lack of technical knowledge in finance. As a result, there has been a growing demand for more specialized mechanisms of parliamentary control. This has led to the adoption of independent watchdog institutions, known as the Ombudsman in Scandinavian countries and the Lokpal and Lokayukta in India, to enhance accountability and transparency in governance.

- **Self-Check Exercise 1**

Q1. What are the various ways a legislature can ensure accountability in the country.

15.4 Executive Control

Executive Control over administration is another potent instrument in responsible government, meriting attention. The executive control of administration is exercised by the chief executive. According to E.N. Gladden “There are three important controls by executive on the civil service, namely, political directions through ministerial administrator, the operation of the national budgetary system and recruitment by an independent authority”

Control through policy: The executive plays a crucial role in policy-making. In the United States, the Chief Executive sets the overall direction for administrative actions. In parliamentary systems, however, policy formulation, supreme administrative oversight, and coordination among various branches of administration are the responsibilities of the cabinet. The cabinet ensures that government policies are effectively implemented while maintaining control over the administration to achieve governance objectives efficiently.

Control through Budgetary System: The executive is responsible for preparing the budget, determining revenue sources, and allocating funds to various departments, ensuring that expenditures do not exceed the approved limits. As a result, every department remains under the continuous and effective oversight of the executive for both financial and personnel requirements. This centralized control allows the government to manage resources efficiently and maintain fiscal discipline across all administrative functions.

Control through Recruitment System: It is the executive who lays down general principles for recruitment of the civil service the ministers select their own secretaries and Deputy Secretaries to run the department.

Control through Executive Law Making: Executive law-making, or delegated legislation, is another means through which the executive exercises control over public officials. Most laws passed by the legislature serve as a framework, leaving the executive with the authority to define specific details. In India, the executive also holds the power to issue ordinances, which carry the same legal weight as legislation enacted by Parliament. However, ordinances are issued by the Chief Executive only in urgent situations when Parliament is not in session. These ordinances remain in effect temporarily and must be approved by Parliament once it reconvenes; otherwise, they lapse.

- **Self-Check Exercise 2**

Q1. Explain the methods of Executive Control in our democracy.

15.5 Judicial Control

Accountability refers to the responsibility for decisions or actions, typically involving answerability to an external authority. Transparency in operations and decision-making processes is a key factor in ensuring accountability. Judicial accountability, therefore, means that judges are responsible for their rulings and conduct. However, The judiciary is not

subjected to the same level of accountability as the executive or legislative branches due to the need to uphold judicial independence. While accountability is essential, excessive oversight by the legislature or executive could compromise the judiciary's autonomy, which is fundamental to liberty and the rule of law. To maintain this balance, specific mechanisms, such as judicial review, ethical codes, and oversight bodies, are in place to ensure accountability without undermining judicial independence.

The Constitution of India lays down provisions for the removal of Supreme Court and High Court judges on grounds of misbehavior and incapacity through the process of impeachment. These provisions are outlined in Article 124(4) for Supreme Court judges and Article 217(1)(b) for High Court judges. However, no judge has been successfully impeached to date. While an impeachment process was initiated against a Supreme Court judge, it did not reach completion. Similarly, no High Court judge has been removed through impeachment. To regulate the investigation process and establish evidence of incapacity or misconduct, the Judges (Inquiry) Act, 1968, was enacted.

Article 235 of the Indian Constitution grants the High Court control over the subordinate judiciary, providing a mechanism to ensure accountability at the lower judicial level. In 1997, the Supreme Court of India adopted the Restatement of Values of Judicial Life, a charter outlining universally accepted norms, guidelines, and conventions for judges, which has also been adopted by all High Courts. While this charter serves as a code of conduct, it does not function as a strict instrument of judicial accountability. To address misconduct, the Supreme Court passed a resolution in December 1999, establishing an in-house procedure for taking action against judges who violate judicial ethics. Under this procedure, if a complaint is filed against a judge, the Chief Justice of the concerned court may constitute a three-judge inquiry committee. If the committee finds the allegations serious, it may recommend initiating removal proceedings.

Enhancing judicial accountability can lead to several significant benefits:

First, Improved Efficiency and Quality Judgments – Holding judges accountable encourages them to deliver well-reasoned and fair judgments, ensuring justice in society. In recent years, certain controversial rulings have raised concerns. For instance, a Bombay High Court judge ruled that groping a child without skin-to-skin contact does not constitute an offense under the POCSO Act, which sparked widespread criticism.

Second, Impartial Functioning and Public Trust – Judicial accountability helps maintain the integrity and impartiality of the judiciary, thereby strengthening public confidence in the system. A notable controversy arose when a sitting Chief Justice of India (CJI) was accused of sexual harassment. Instead of an independent inquiry, an internal committee was formed, with judges appointed by the CJI himself, raising concerns about conflict of interest. The complainant was also denied legal representation, further questioning the transparency of the process.

Third, Greater Transparency in Judiciary – Courts have been reluctant to disclose certain information under the Right to Information (RTI) Act. For example, the Bombay High Court ruled that its file notings on administrative matters are not subject to RTI disclosure. This resistance to transparency was further emphasized when a former CJI stated that "the institution of the judiciary cannot be destroyed in the name of transparency." Ensuring greater openness can improve judicial credibility and accountability.

Fourth, Unlike the executive, the judiciary is not legally required to prepare or present annual reports before Parliament or State Legislatures. However, some High Courts, such as those of Madras, Himachal Pradesh, and Tripura, have voluntarily published annual reports in the past two years, promoting transparency in their functioning.

Fifth, The Indian Constitution does not provide any mechanism for external review of Supreme Court decisions. The only provision for reconsideration lies within the Supreme Court itself, through review petitions (Article 137) or curative petitions. No other body or council has the authority to oversee or overturn the rulings of the Apex Court, reinforcing its role as the final interpreter of the Constitution.

Sixth, The lack of judicial accountability has contributed to a massive backlog of cases, with over 4 crore cases pending in lower courts. Since judges are not directly accountable to the public or other branches of the state, no substantial action has been taken to resolve this crisis effectively. Judicial accountability mechanisms could introduce external pressure on the judiciary to address pendency, ensuring timely justice and improved efficiency in the legal system.

Seventh, The process of appointing judges to the higher judiciary is often criticized for lacking transparency. There is limited visibility into how much weight is given to the credentials of judges, particularly their commitment to constitutional ideals such as

secularism, socialism, and democracy. The absence of clear criteria and open deliberation in the selection process raises concerns about fairness, accountability, and the potential influence of subjective or non-merit-based factors. This opacity undermines public trust in the judiciary and its ability to uphold the foundational principles of the Constitution.

Eighth, The in-house procedure has several limitations. It lacks a statutory foundation, making it non-binding. No judge who has faced such a committee has chosen to resign solely due to an adverse report. Additionally, in some instances, allegations that warranted further investigation were dismissed by these committees.

Regulating judicial accountability poses a significant challenge due to the judiciary's independent status, which must be preserved. Subjecting the judiciary to legislative or executive oversight could expose it to external influences, compromising its impartiality. Striking a balance between judicial accountability and independence is a complex task. The only mechanism for removing a judge is impeachment, which is a lengthy and intricate process, making it difficult to enhance accountability. However, simplifying this process could undermine judicial independence. Additionally, the Supreme Court and High Courts hold contempt powers, preventing any imposition on the judiciary without its concurrence. As the ultimate authority in interpreting laws, policies, and regulations, the judiciary has the power to invalidate any measure it deems inappropriate. What steps can be taken to enhance Judicial Accountability?

First, Parliament has the authority to pass a law requiring the judiciary to publish an annual report. This legislation should explicitly define the report's content and set a specific timeline for its release

Second, In India, the Judicial Standards and Accountability Bill was introduced in 2010 but eventually lapsed. There is a need for fresh legislation to establish judicial standards. As recommended by a former Chairperson of the Law Commission, the new Bill should address the shortcomings of the previous one while ensuring that neither the Legislature nor the Executive is granted excessive control over the judiciary

A central-level permanent disciplinary committee should be established to address complaints against judges. Based on the severity of misconduct, this committee should recommend appropriate actions, such as constituting a judicial inquiry committee under the Judges Inquiry Act for serious offenses

Third, the SC should clarify the extent and scope of RTI applicability to the judiciary. This will help in avoiding divergence in RTI response across the states.

Fourth, the judiciary can also be brought under the scope of Lokpal to enhance accountability as seen in countries like Sweden where judiciary comes under the scope of the ombudsman.

Fifth, A structured performance evaluation system for judges should be implemented. While a mechanism exists for assessing the lower judiciary, there is no such system for the higher judiciary. Establishing this framework is challenging, but adapting global best practices can serve as a suitable starting point.

The key challenge is to ensure sufficient judicial independence to enable impartial and neutral adjudication of cases. Striking the right balance between accountability and independence remains the crucial task.

- **Self-Check Exercise 3**

Q1. How judicial accountability ensures the checks and balances enshrined in constitutions.

15.6 External Accountability and Control

Social Audits are designed to build accountability and transparency in the use and management of public resources, through citizen monitoring, analysis and evaluation of government performance.

Media can stimulate actors to reflect on their behaviour, trigger formal accountability by reporting on the behaviour of actors, amplify formal accountability as they report on it or act as an independent and informal accountability forum.

The Right to Information (RTI) is a fundamental tool for promoting government transparency and accountability. Research indicates that RTI laws have significantly shaped governance and accountability in contemporary contexts.

Civil Society Organizations (CSOs) have been playing in contributing and supporting emergency policy responses. Despite uncertainty regarding the appropriateness of policy responses owing to the nature and constant evolution of the pandemic, it is evident that public participation and civic engagement have already driven some very positive developments. As a check on public authorities; independent media reports, citizen engagement and CSO

intervention; fulfilling the roles of advocacy, contestation, adversarial journalism, and bottom-up leadership can generate collective knowledge and press public authorities to serve better.

Non-Governmental Organizations (NGOs) make important social, economic, and environmental interventions to address the suffering that has arisen from globalisation, market failures, and ineffective regulation. In addition, these organizations increasingly fill the gaps created by the retreating state and the resultant decrease in public service delivery.

- **Self-Check Exercise 5**

Q1. Enumerate some of the methods of external accountability.

15.7 Accountability in Global Governance

The World Bank lending conditions, framed under the concept of 'good governance,' have been extensively analysed by scholars in terms of its definition and impact on the development of third-world countries. Good governance is inherently linked to accountability and is primarily applied to developing nations. Institutional frameworks that promote economic growth and poverty reduction do not develop automatically; their establishment and sustainability require appropriate incentives and sufficient institutional capacity.

The World Bank's focus on accountability, particularly in the context of structural adjustment policies, has influenced both the public and private sectors. In many countries, public services and resources are often dominated by narrow special interest groups. Governments frequently operate with a lack of transparency, and the general public tends to be passive in demanding performance-related information. Accountability plays a crucial role in enhancing efficiency in investment, as well as in the production and distribution of public goods and services. Additionally, the government must uphold accountability in the private sector through effective corporate and securities legislation, competitive policies, and regulatory oversight—especially during periods of downsizing, disinvestment, privatization, and outsourcing.

In recent years, the demand for accountability at the international level has grown, driven by various emerging trends. Global governance has evolved into an extensive network, with governments increasingly relying on international organizations such as the UN, IMF, World Bank, and WTO to play expanded roles in maintaining stability, fostering growth, and

ensuring security both within and among nations. Additionally, large corporations are not only managing their commercial operations but also engaging in lobbying and self-regulation at a global scale to safeguard their transnational interests. Meanwhile, nongovernmental organizations are rapidly expanding across various sectors. As a result, this century has seen a rise in global actors, processes, and issues, creating complex implications for development. Unlike the international arena, where accountability mechanisms are less clear, people within nation-states have traditionally had avenues such as elections, impartial courts, ombudsmen, and the media to hold their governments accountable.

In international organizations, developing countries have limited power and influence to hold these agencies accountable. Additionally, their own actions within these organizations often go unmonitored by national media and NGOs. In the global private sector, emerging public-private expert networks, and 'global civil society,' developing nations face even greater challenges in ensuring accountability. Given these limitations, there is a pressing need to reconsider accountability mechanisms in global governance and their impact on development.

- **Self-Check Exercise 5**

Q1. How global governance mechanisms enhances accountability in the system.

15.8 Summary

Accountability and control are fundamental principles in public administration. While responsibility reflects the administration's responsiveness to the public will, accountability refers to the mechanisms used to enforce that responsibility. From a democratic standpoint, accountability and control ensure transparency, efficiency, and adherence to public expectations. A key consideration is the accountability relationship that is, to whom public agencies and officials are answerable. Various forms of accountability exist, supported by different tools to make them effective. However, accountability is not a static concept; it has evolved over time, particularly with the emergence of New Public Management and Good Governance as modern paradigms of administration. Accountability entails taking ownership of actions or omissions and providing justified explanations for them. Control, on the other hand, refers to the mechanisms that monitor and regulate administrative processes, ensuring tasks are carried out efficiently and correctly. Both accountability and control are essential for maintaining integrity and effectiveness in public administration.

15.9 Glossary

Corporate Governance: Corporate governance is the framework through which business corporations are directed and managed. It defines the rights and responsibilities of key participants, including the board of directors, managers, shareholders, and other stakeholders. Additionally, it establishes the rules and procedures for decision-making in corporate affairs, ensuring transparency, accountability, and efficiency in business operations. Effective corporate governance enhances investor confidence, promotes ethical business practices, and contributes to long-term organizational success.

Global Governance: Global governance, as defined by British social scientist David Held, extends beyond state institutions and intergovernmental cooperation. It includes a wide range of actors, such as multinational corporations, transnational social movements, and non-governmental organizations, all working toward objectives that have cross-border implications. It operates as a system-wide framework that both enables and limits the actions of various interdependent actors, despite the absence of a centralized political authority. This decentralized structure fosters collaboration on global challenges while balancing diverse interests and influences.

Ombudsman: An ombudsman is a government-appointed official responsible for protecting public interests by investigating and resolving complaints made by individuals against administrative actions or misconduct. The concept originated in Sweden, where the Parliamentary Ombudsman was established in 1809 to uphold citizens' rights by creating an independent supervisory body, separate from the executive branch. The ombudsman plays a crucial role in promoting transparency, accountability, and fairness within public administration.

Paradigm: It refers to a conceptual framework within any scientific discipline in an epistemological context. The application of paradigms to the social sciences gained prominence through Thomas Kuhn's influential work, *The Structure of Scientific Revolutions*.

15.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 15.3

Self-Check Exercise 2: Ans 1. Refer 15.4

Self-Check Exercise 3: Ans 1. Refer 15.5

Self-Check Exercise 4: Ans 1. Refer 15.6

Self-Check Exercise 5: Ans 1. Refer 15.7

15.11 References/Suggested Readings

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15.12 Terminal Questions

1. Explain why accountability is main feature of good governance.
2. Elaborate some of the ways to ensure internal and external accountability in a democracy.

Unit 16

Public Relations and Role of Media

Structure

- 16.1 Introduction
- 16.2 Learning Objectives
- 16.3 Nature and Scope of Public Relations
Self-Check Exercise - 1
- 16.4 Public Relations Process and its Benefits
Self-Check Exercise - 2
- 16.5 Media and Governance
Self-Check Exercise - 3
- 16.6 Challenges for Media
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- 16.7 Summary
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- 16.9 Answers to Self-Check Exercises
- 16.10 References/Suggested Reading
- 16.11 Terminal Questions

16.1 Introduction

Creating a two-way communication channel and establishing understanding based on facts, knowledge, and complete information are the goals of public relations practice. Conflicts of interest are to be resolved by looking for areas of mutual interest or common ground. The extent of efforts to foster positive public relations can differ significantly based on the size and makeup of the stakeholders involved. However, the principles, approaches, and techniques are always the same, regardless of whether the goal of the PR program is to enhance global

comprehension or strengthen ties between a local business and its clients, associates, and staff. We must become more adept at handling people as science grants us more control over matter, machinery, and techniques. Through influencing public opinion, public relations, as a tool for instilling attitudes, can significantly accelerate the social adjustments necessary for our material growth. There are noticeable changes in many facets of society, especially in terms of views and habits. As a result, whether in business, government, education, research, or technology, public attitudes have changed, which has led to the current changes in society. This is the reason why public relations are becoming more and more well-known on a global scale. The UK's Institute of Public Relations spent a great deal of time developing a thorough definition of public relations. Their effort produced a definition that is currently widely accepted by public relations professionals around the globe, including the vast majority of practitioners in India. The Institute defines public relations as the purposeful, organized, and ongoing endeavor to create and preserve mutual understanding between an organization and its audience.

16.2 Learning Objectives

After going through this lesson the students will be able to know

- Nature and Scope of Public Relations
- Media and Governance
- Challenges for Media

16.3 Nature and Scope of Public Relations

The process of public relations has several purposes. Although there are many different definitions, public relations is generally understood to be the process of using information sharing to build rapport and goodwill between an individual, organization, or company and the community at large. It aims to gain support, mobilize, or ask for favours for a concept, a cause, an issue, an organization, or a person. In order to deal with public opinion, it employs two-way communication. It first evaluates the public's perceptions of the organization. After that, it carries out communication campaigns to help the general public comprehend and accept the management's viewpoint. Public Relations involve four major elements. They are inter-related and overlapping. In fact, one tends to lead to another. These are:

- Two-way Communication: Therefore, the main goal of any public relations campaign

is to create a two-way information flow and enhance the current channels of communication. Two-way communication is a process in which messages are exchanged between a sender and a receiver, allowing for feedback and mutual understanding. It involves active engagement, dialogue, and the exchange of information, ideas, and perspectives between the parties involved.

- **Mutual Understanding:** A state of common comprehension, acknowledgment, or agreement between two or more people or groups is known as mutual understanding. It can be used to describe a cordial or sympathetic relationship or a vague or informal partnership without a formal commitment or declaration.
- **Caring for Public Opinion:** Public opinion is the culmination of the individual opinions, attitudes, and convictions that a sizable segment of a community has expressed over a certain subject. While some academics perceive the aggregate as a synthesis of the opinions of everyone or a certain subset of society, others see it as a compilation of numerous conflicting or divergent viewpoints.
- **Social Responsibility:** An ethical framework known as "social responsibility" holds people and organizations accountable for carrying out their civic responsibilities and making decisions that benefit the environment and society. There are various forms of social responsibility, including charitable, ethical, environmental, and economic. Any firm or system may be made more sustainable and successful in the long run by practicing social responsibility.

Public relations (PR) are a strategic communication process employed by companies, individuals, and organizations to foster mutually beneficial relationships with the public. A PR specialist develops a tailored communication plan, utilizing media and various direct and indirect channels to build and sustain a positive brand image while strengthening connections with the target audience. In essence, public relations involve the deliberate management of information related to an organization, ensuring its dissemination to the public in a way that upholds and enhances the organization's reputation and its brands.

- **Self-Check Exercise 1**

Q1. Explain the nature and scope of public relations in administration.

16.4 Public Relations Process and its Benefits

Main goals of public relations are to keep the brand's reputation favourable and to uphold strategic relationships with stakeholders like as partners, investors, employees, and the general public. This enhances the brand's perception and gives it an air of legitimacy, success, significance, and relevancy. In a diverse and developing society like India, characterized by its vast population, linguistic variety, cultural richness, religious plurality, and numerous ethnic groups—along with challenges such as illiteracy, ignorance, and deeply rooted beliefs—Public Relations plays a crucial role. As the government bears social accountability for its policies and programs, effective Public Relations becomes essential in shaping public opinion. It also facilitates mutual understanding among different groups and institutions, helping a complex, pluralistic society make informed decisions and function more efficiently.

Public relations play a crucial role in spreading information to shape public perception and maintain an organisation's reputation, especially during a crisis. One of the biggest responsibilities of a PR team in any company is to express the company's expertise, build relationships with customers and stakeholders, achieve global recognition, and combine all these to build favourable brand awareness.

Public relations (PR) differs from advertising in several key ways. Unlike advertising agencies, PR firms do not purchase ads, write stories for journalists, or create paid promotional content. Instead, their primary function is to enhance a brand's reputation by securing editorial coverage in newspapers, magazines, news channels, websites, blogs, and TV programs. One of the main advantages of PR is its reliance on earned or free media, rather than paid promotions. This approach lends credibility, as information published through independent sources carries third-party validation and is perceived as more trustworthy by the public compared to traditional advertisements.

Without a doubt, public relations is a powerful tool for fostering harmonious relationships, preserving reputations, boosting sales, and enhancing a company's image. It shouldn't be thought of as a cure-all, though. Remember that PR can only assist in gaining attention in conjunction with a commensurate performance. Stunts and gimmicks are not used in public relations campaigns. Unlike a coat of whitewash applied to the dirty walls, it is not a miracle cure. Propaganda is not what it is. It cannot afford to compromise on morality, veracity, or the common good. It's not only phony PR campaigns meant to boost sales. Since goodwill takes time to develop, it cannot help avert a crisis like a functioning fire alarm.

The public is elusive, ever-evolving, and nearly limitless in quantity. Additionally, because many publics have different wants and interests, the multiplicity of publics can lead to internal disputes. It is difficult to settle these disputes. For example, the general audience of employees is curious to learn more about an organization's policies around hiring, compensation, employee incentives, etc. Customers are interested in knowing things like product quality, prices, after-sale support, and product range. This also applies to other audiences, as differences in interests exist between various groups, such as customers and employees. A public relations professional must carefully identify all relevant stakeholders for a given project and assess any additional groups that may influence it. To effectively communicate key messages, PR practitioners may sometimes need to conduct research to better understand the identities, opinions, and expectations of these audiences. Moreover, public relations should not focus solely on major stakeholders; it must also consider the perspectives of smaller or marginalized groups alongside the majority viewpoint. According to the functions of the public relations department/agencies, public relations can be divided into 7 types. These are:

Media Relations: Establishing a good relationship with the media organisations and acting as their content source.

Investor Relations: Handling investors' events, releasing financial reports and regulatory filings, and handling investors, analysts and media queries and complaints.

Government Relations: Representing the brand to the government regarding fulfilling policies like corporate social responsibility, fair competition, consumer protection, and employee protection.

Community Relations: Handling the social aspect of the brand and establishing a positive reputation in the social niche, such as environmental protection, education, etc.

Internal Relations: Counselling the organisation's employees regarding policies, courses of action, the organisation's responsibility, and their responsibility. Cooperating with them during special product launches and events.

Customer Relations: Manage relationships with the target market and lead consumers. Conduct market research to learn more about customers' interests, attitudes, and priorities and craft strategies to influence them using earned media.

Marketing Communications: Supporting marketing efforts relating to product launches, special campaigns, brand awareness, image, and positioning.

Public Relations today involve complete analysis and understanding of all the factors that influence people's attitudes toward an organisation. This is achieved through what has been popularly called “Public Relation's Four-stage Process”. The stages are:

- Fact-finding - research analysis of opinion, environment.
- Planning - policy formulation, programming, goal setting.
- Communication - implementing planned communication activities, execution.
- Evaluation - feedback and adjustment/course modification.

Every institution and function is evaluated based on the value it provides to others rather than solely focusing on its own interests. Public relations (PR) play a crucial role in this process by facilitating communication between organizations and the public. Ultimately, public relations is more than just brand promotion it acts as a bridge between institutions and the public, promoting transparency, trust, and positive engagement.

- **Self-Check Exercise 2**

Q1. What are the benefits of public relations for an organization?

16.5 Media and Governance

The process of making decisions and the way those decisions are carried out are together known as governance. It explains the ways in which different public organizations handle public issues and administer public funds. The market, civil society, the media, non-governmental organizations, and the general public all need to effectively participate in it in addition to the three branches of government the executive, legislative, and judicial. With the remarkable advancements in information and communication technology (ICT) of today's knowledge society, the media is essential to maintaining good governance. In actuality, the media is regarded as democracy's fourth pillar. "Medium" means "mode" or "carrier," and this is where the word "media" comes from. An extensive target audience or group can be reached and addressed through media. Its general definition is an impersonal kind of communication that can be expressed by writing, visuals, sounds, or occasionally a mix of these. The audience

receives direct communication of messages, facts, and ideas through this. Put more simply, "media" refers to the channels of communication that are used to reach a broad audience, whether they are visual pictures, audio, video, or written or printed words. Simply put, the media can be defined as the organizations that inform and update the public about news and other information. Media serves as a structured platform for disseminating information, enabling communication with a vast audience rapidly, timely, effectively, and efficiently. The main characteristics of media are:

- It can reach millions of people in short time; even instantaneously.
- Audio media is very useful for illiterate and visually challenged.
- Visual media can be effective in a multilingual society with illiteracy to a large extent.
- It is cost-effective and user-friendly.
- Generally, media provides one way communication to the recipients. Though these days opinion polls, letters to editors or open columns are some methods of making it interactive, but still they are limited.

The media now plays a significant role in our daily lives. It plays a vital role in raising public awareness of the rule of law, encouraging vigilance, and ensuring that all citizens have access to information, including legislative and administrative procedures and records. The media is the primary source of information for most people regarding politics, local events, current affairs, and other topics. It helps to build a society that is conscious, knowledgeable, and accountable. Print, broadcast, and online media are the three primary categories of news media. In order to be considered good governance, the market and civil society must collaborate with the government to govern, uphold the rule of law, and advance accountability, transparency, and human rights. It involves administration that is inclusive, equitable, responsive, transparent, and accountable. As the fourth pillar of democracy, the media plays a crucial role in upholding the principles of good governance. Its primary function is to serve the public interest rather than personal or corporate gains. The media fosters transparency and accountability by scrutinizing government actions and amplifying public concerns. The cornerstone of any effective government is democracy. It's also true that a democracy without the media would be like a car without wheels. Thomas Jefferson once said, "If it were left on me to decide whether we should have a government without newspapers or newspapers without a government, I should not hesitate a moment to prefer the latter" This statement demonstrates

the importance of the media in a democratic society. The media is seen as democracy's fourth pillar. The media serves as one of the main tools for social change and raises public awareness. Within a democratic system, the media serves to both reinforce democratic norms and principles and quicken the rate of growth.

People's involvement refers to the ability of citizens and their institutions to meaningfully participate in the making of decisions that impact them or that pique their interest. People become more involved in government when they use the media. It gives individuals the knowledge and abilities need to engage with the political system. It gives people the impression that they have the ability, the right, and a channel for getting their voices heard. People can use the media to shape the decisions that have an impact on their lives. Access to political information is facilitated by media. It allows for the establishment of a public arena or area in which individuals can engage in a variety of discussions and offer opposing views. Public opinion is the culmination of people's opinions about politics, the government, society, and other topics. Public opinion is the driving force behind citizens' political actions, therefore understanding and accepting it is crucial for any kind of government or democracy. It facilitates the understanding of public expectations by the political and administrative systems. The motivations behind particular policy results are clarified by public opinion. It also acts as a form of criticism for the government's decisions and policies. Therefore, in democratic government, public opinion is used to inform authorities about the requirements, desires, aspirations, and complaints of the populace.

By informing the public and decision-makers alike about various issues, the media impacts public opinion. First, issues are brought to light by the media. It then offers data, facts, and professional judgment. This helps people express a range of viewpoints regarding reform and governance and fosters public agreement to effect change. In order for public policy makers to make an informed choice and proceed with a suitable resolution to the problem, the media subsequently supplies them with this knowledge. As it highlights the flaws in government acts and policies, it functions as a kind of check and balance on the government. The media keeps an eye out for abuses of administrative power. Its constant monitoring of public policies and actions guarantees public accountability to the government, which enhances governance and service delivery. The media's reporting serves as a check on the government's and its institutions arbitrary use of power and guarantees that accountability and openness are upheld in governance. The media has the power to bring about change. Owing to its extensive reach, the media has significantly contributed to the nation's development. It suggests that better

systems and procedures will replace outdated customs and organizational structures in a constructive manner. The media is essential to the conceptualization, dissemination, and implementation of this shift. People's perceptions are shaped and their mindsets are altered by the media. It brings up a number of societal concerns and shapes public opinion. It educates people about their responsibilities and rights. Particularly in a nation like India where ignorance and poverty are pervasive, the media is essential in influencing public opinion.

In addition to spreading information, the media is essential for influencing public opinion. It makes it easier to organize and understand data into definite points of view and empowers individuals to voice their thoughts. This is evident in how the nation's elections are conducted. By promoting public complaints, speeches by notable persons, legislative debates, and current concerns, the media also aids in increasing public awareness. People's political and social awareness is increased by such news and viewpoints, and thus aids in the shaping of public opinion. We are all aware of how the media shapes public opinion on problems in our nation both before and during elections.

The media plays a crucial role in safeguarding and promoting human rights. It has the power to raise awareness about human rights issues and foster an environment conducive to their protection. Essential human rights, such as the right to equality, freedom of speech, the right to peace, and the right to live with dignity, should be prioritized in media coverage and be at the forefront of public discussion. The media must contribute to cultivating a human rights culture across all societal sectors. When free from political or administrative pressure, the media can significantly advance democracy and uphold the rule of law. If information sources are not safeguarded, media outlets may face legal action that would hinder their ability to report in the public interest, so jeopardizing their independence.

- **Self-Check Exercise 3**

Q1. Why media is important in governance of a country?

16.6 Challenges for Media

The promotion of good governance's key indicators by the media serves as a stimulus for it. It fosters, safeguards, and advances good governance by establishing the necessary conditions. But for the media to succeed in this endeavor, they must be unbiased, independent, and honest. However, a biased, corrupt media that favors only one party or a small number of people can be extremely harmful to the efficient operation of democracy. On the other hand, the credibility of

the media is jeopardized when it is controlled by a single party or corporate entity. In order to support strong democracy and responsible governance, paid news must be curtailed since it poses a threat to the free and fair media. In present scenario, media is facing enormous challenges:

- The close ties between political parties, media, and corporate entities are increasingly detrimental to good governance. Often, the media reflects not the voice of the people, but the interests of its powerful stakeholders. This compromises the democratic process, hindering healthy public participation and undermining government accountability. As a result, it fosters a new form of corruption and shifts the balance of democracy towards an oligarchy. Therefore, it is crucial that the media remains independent and impartial, so it can operate freely, without fear or external influence.
- Equally important is the need for reasonable restrictions on the media's power. There have been numerous instances where the media's influence has been misused. It is essential that the media respects its boundaries and refrains from overstepping into the domain of the other three branches of government. Only by maintaining this balance can the media effectively serve as a true instrument of good governance..
- Media must be sensitive in presenting and facilitating discussions on issues that drive development. Additionally, the use of ICT and responsible social media plays a crucial role in creating informed and engaged citizens.

Enhancing professionalism and ethical standards in media requires independence, capacity building, and strengthened accountability. It is essential to ensure freedom from state and media owner intervention while also promoting democratized access to media. Media independence is to be ensured and its potential in promotion of effective governance is to be sustained.

- **Self-Check Exercise 4**

Q1. Enumerate challenges faced by media in a democracy.

16.7 Summary

Public Relations is a key management function that assesses public attitudes, aligns an organization's policies and practices with public interest, and implements strategies to gain

public understanding and support. In a democracy, the media plays a crucial role by offering information, encouraging public discourse, holding leaders accountable, and ensuring transparency in governance. The media helps citizens to learn how government works, identify problems in society, and take action on the basis of news stories. The media also serves as a medium for deliberation, debate, discussion, and analysis. A free, independent, and moral media is essential for the strengthening and development of democracy.

16.8 Glossary

ICT: Information and Communication Technology

Paid News: It refers to the practice of media outlets publishing articles in newspapers, magazines, or broadcasting news coverage on electronic media in exchange for monetary compensation.

Public Interest Litigation: It refers to a petition filed by an individual or group in the Supreme Court or High Courts, typically concerning matters of public interest. These petitions often address issues like the violation of fundamental rights, as well as concerns related to education, health, the environment, and other societal matters.

16.9 Answer to Self-Check Exercise

Self-Check Exercise 1: Ans 1. Refer 16.3

Self-Check Exercise 2: Ans 1. Refer 16.4

Self-Check Exercise 3: Ans 1. Refer 16.5

Self-Check Exercise 4: Ans 1. Refer 16.6

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16.11 Terminal Questions

1. Explain the importance of public relations for any organization.
2. How media plays an important role in vibrant democracies.

Unit 17

Disaster Management

Structure

- | | |
|-------|--|
| 17.1 | Introduction |
| 17.2 | Learning Objectives |
| 17.3 | Classification of Disasters
Self-Check Exercise - 1 |
| 17.4 | Causes and Impact of Disasters
Self-Check Exercise - 2 |
| 17.5 | Disaster Management Institutional Framework
Self-Check Exercise - 3 |
| 17.6 | Role of Government and Challenges faced in Implementation
Self-Check Exercise - 4 |
| 17.7 | Recent Changes in Government Approach
Self-Check Exercise - 5 |
| 17.8 | Glossary |
| 17.9 | Answers to Self-Check Exercises |
| 17.10 | References/Suggested Reading |
| 17.11 | Terminal Questions |

17.1 Introduction

Natural disasters and crises have always been a part of human history, dating back to the earliest civilizations, such as the rise and fall of the Indus Valley and Babylonian civilizations. In the past, individuals and communities would typically lead the response to disasters. However, with the rise of the modern welfare state and the trends of globalization, urbanization, mass migrations, and climate change in the 20th century, the scale and complexity of crises have grown significantly. For instance, while the frequency of disasters may not have changed, the growing population densities and urbanization have amplified their impact on human lives and property. In public health, while major progress has been made in combating epidemics, new challenges have emerged, including drug-resistant microorganisms and novel virus strains, raising concerns about the potential for global pandemics of more severe diseases. Similarly, while frequency of wars has declined, modern weapons and mass urbanization have increased manifold the human crisis caused by such conflicts. The rise of terrorism has introduced new forms of disaster, while the growing reliance on communications and computer networks has heightened the risk of emerging crises if these systems are disrupted, either by accident or design. Additionally, factors such as modernization, the explosion of information, transnational migrations, and the increasing economic interdependence between nations have all amplified the reach and impact of crises, extending their effects over broader regions.

The International Strategy for Disaster Reduction (ISDR) of the United Nations defines a hazard as “a potentially damaging physical event, phenomenon, or human activity that may result in loss of life, injury, property damage, social and economic disruption, or environmental degradation.” Hazards can be natural, such as geological, hydrometeorological, or biological events, or they can be induced by human activities, such as environmental degradation or technological hazards. Hazards may occur as isolated events, in a sequence, or as a combination of factors with interconnected effects. Hazard analysis involves identifying, studying, and monitoring these hazards to understand their potential, origin, and characteristics. A disaster is the outcome of natural or man-made causes that leads to a sudden disruption of normal life, resulting in significant damage to life and property. The impact is often so severe that existing social and economic protection systems are unable to cope. It is important to distinguish between hazards and disasters. Floods, cyclones, and similar events are natural occurrences until a combination of factors whether natural, human-

made, or both turns the hazard into a disaster. In essence, a disaster is the actual realization of a potential catastrophe.

A disaster is unpredictable and often strikes without warning, leaving little time for preparation. Recovery from its aftermath can take weeks, months, years, and in some extreme cases, even decades. From natural events like volcanic eruptions to industrial accidents like gas leaks, the types of disasters that can occur are vast. However, this doesn't mean we should succumb to helplessness. As the saying goes, "precaution is better than cure," and the key to survival is learning how to manage these crises effectively. Disaster management refers to the organized handling of resources and responsibilities to address all aspects of emergencies, especially preparedness, response, and recovery, with the goal of reducing the impact of disasters. In India, the institutional framework for disaster management can be seen in the various steps taken to handle crises effectively. Disaster management is a process that involves thorough preparation and response to disasters, including strategically organizing resources to minimize the harm caused. It also requires a systematic approach to managing prevention, preparedness, response, and recovery efforts.

17.2 Learning Objectives

After going through this lesson the students will be able to know

- The Classification of Disasters
- Institutional Framework to handle Disasters
- Challenges faced in its implementation

17.3 Classification of Disasters

Disasters are generally categorized based on their origin into two main types: natural and man-made. They can also be classified by severity as either minor or major, depending on their impact. Natural disasters involve sudden ecological disturbances or threats that exceed the affected community's capacity to manage, necessitating external assistance.

Man-made disasters, in contrast, result from human activities and include incidents such as hazardous material spills, fires, groundwater contamination, transportation accidents, structural failures, mining accidents, explosions, and acts of terrorism. These disasters often stem from

negligence, technological failures, or intentional actions. Disasters can be classified into the following categories:

- Water and Climate Disaster: Flood, hail storms, cloudburst, cyclones, heat waves, cold waves, droughts, hurricanes.
- Geological Disaster: Landslides, earthquakes, volcanic eruptions, tornadoes
- Biological Disaster: Viral epidemics, pest attacks, cattle epidemic, and locust plagues
- Industrial Disaster: Chemical and industrial accidents, mine shaft fires, oil spills,
- Nuclear Disasters: Nuclear core meltdowns, radiation poisoning
- Man-made disasters: Urban and forest fires, oil spill, the collapse of huge building structures

There is growing recognition that many so-called natural disasters have man-made causes, which has led to a shift in how we perceive and understand disasters. Both natural and man-made disasters are increasingly being viewed as policy disasters rather than just the result of nature's unpredictability or fate's design. Evidence suggests that human errors and oversights such as insufficient legal frameworks to regulate hazardous industries have led to major tragedies. The Bhopal gas tragedy and various incidents at the Vizag Steel Plant, including minor fires and employee fatalities due to mishaps, are examples of such disasters. Moreover, practices like uncontrolled deforestation, severe damage to mountain ecosystems, over-extraction of groundwater, and changes in agricultural patterns have contributed to recurring floods and droughts. In the case of the Himalayas, the increasing frequency of landslides in recent years can be directly linked to unchecked exploitation of forest resources, the destruction of mountain vegetation, and the indiscriminate construction of roads under the guise of development. These examples highlight the critical role that human activities and policies play in exacerbating disaster risks.

- **Self-Check Exercise 1**

Q1. Explain NPA and its feature.

17.4 Causes and Impact of Disasters

Broadly we can categorise the reasons for occurrence of disasters as follows:

Environmental degradation: Removal of trees and forest cover from a watershed area have caused, soil erosion, expansion of flood plain area in upper and middle course of rivers and groundwater depletion.

Developmental process: Exploitation of land use, development of infrastructure, rapid urbanization and technological development have caused increasing pressure over the natural resources.

Political issues: War, nuclear power aspirations, fight between countries to become super power and conquering land, sea and skies. These have resulted into wide range of disaster events such as Hiroshima nuclear explosion, Syrian civil war, growing militarisation of oceans and outer space.

Industrialization: This has resulted into warming of earth and frequency of extreme weather events has also increased.

A disaster, whether natural or human-induced, is an unwelcome event that leaves a lasting mark on its victims. It wreaks havoc on people's lives, causing severe losses to both human life and infrastructure. Disasters disrupt the normal flow of life, severely affecting regulatory and development systems. The economic, social, and psychological impacts of disasters also have far-reaching effects on the environment. The frequency and intensity of natural disasters are increasing globally, including in India. These impacts are particularly pronounced in developing countries, where vulnerable populations, with limited economic resources, struggle to cope due to their inadequate capacity to adjust to such catastrophic events. Below mentioned are the major impacts seen after disaster:

- Disaster impacts individuals physically (through loss of life, injury, health, disability) as well as psychologically.
- Disaster results in huge economic loss due to destruction of property, human settlements and infrastructure etc.
- Disaster can alter the natural environment, loss of habitat to many plants and animals and cause ecological stress that can result in biodiversity loss.
- After natural disasters, food and other natural resources like water often becomes scarce

resulting into food and water scarcity.

Some Worst Disaster occurred in India

- Kashmir Floods (2014) affected Srinagar, Bandipur, Rajouri etc. areas of J&K have resulted into death of more than 500 people.
- Uttarakhand Flash Floods (2013) affected Govindghat, Kedar Dome, Rudraprayag district of Uttarakhand and resulted into death of more than 5,000 people.
- The Indian Ocean Tsunami (2004) affected parts of southern India and Andaman Nicobar Islands, Sri Lanka, Indonesia etc., and resulted in the death of more than 2 lakh people.
- Gujarat Earthquake (2001) affected Bhuj, Ahmedabad, Gandhinagar, Kutch, Surat, Surendranagar, Rajkot district, Jamnagar and Jodia districts of Gujarat and resulted in death of more than 20,000 people.
- Odisha Super Cyclone or Paradip cyclone (1999) affected the coastal districts of Bhadrak, Kendrapara, Balasore, Jagatsinghpur, Puri, Ganjam etc., and resulted into death of more than 10,000 people.
- The Great Famine (1876-1878) affected Madras, Mysore, Hyderabad, and Bombay and resulted into death of around 3 crore people. Even today, it is considered as one of the worst natural calamities in India of all time.
- Coringa Cyclone (1839) that affected Coringa district of Andhra Pradesh and Calcutta Cyclone (1737) are some other instances of natural calamities faced by the country in the past.

Recently, there have been several incidents highlighting the consequences of negligence and poor management. Railway accidents, fire disasters in hospitals and coaching centres, and the collapse of infrastructure like flyovers, metro tracks, and residential buildings have occurred due to the failure to enforce existing safety regulations, as well as poor construction practices, such as the use of substandard materials or illegal additions to buildings. Recurring floods are also a result of inadequate planning and environmental mismanagement. Furthermore, stampedes at large public gatherings, such as the Kumbh Mela, have been caused by inadequate crowd management strategies and insufficient infrastructure to monitor and manage large-scale

events. These incidents demonstrate the critical need for better adherence to safety standards, effective planning, and proper resource management to prevent such avoidable disasters.

- **Self-Check Exercise 2**

Q1. What are the causes and impacts of disaster for society?

17.5 Disaster Management Institutional Framework

The Disaster Management (DM) Act was enacted by the Government of India in 2005 to ensure the "efficient management of disasters" and related matters. It officially came into force in January 2006. The primary objective of the Act is to manage disasters, which includes the preparation of mitigation strategies, capacity-building, and other essential measures to reduce the impact of disasters. Section 2(d) of the DM Act defines a "disaster" as a "catastrophe, mishap, calamity, or grave occurrence in any area, arising from natural or man-made causes." The Act applies to the entire territory of India and aims to provide a framework for the "effective management of disasters" along with other related or incidental matters. The DM Act is a comprehensive legislative tool designed to enhance India's preparedness and response to disasters. The Disaster Management Act, enacted in 2005, has a new multidisciplinary focus on disaster prevention and risk reduction and a move away from a relief-centric regime.

- The institutional framework under the Act mandated the creation of the National Disaster Management Authority (NDMA) and State Disaster Management Authorities (SDMAs) as the bodies responsible for disaster preparedness and risk reduction at the respective levels.
- The Disaster Management Division of the Ministry of Home Affairs retained responsibility for overall steering of the national disaster response.
- It mandated the concerned Ministries and Departments to draw up their own plans in accordance with the National Plan.
- The Act further contains the provisions for financial mechanisms such as the creation of funds for the response, National Disaster Mitigation Fund and similar funds at the state and district levels.

Nodal Agency: The Act designates the Ministry of Home Affairs (MoHA) as the nodal ministry for steering the overall national disaster management. Institutional Structure wise it puts into place a systematic structure of institutions at the national, state and district levels.

National Level Important Entities:

The National Disaster Management Authority (**NDMA**): It is tasked with laying down disaster management policies and ensuring timely and effective response mechanisms.

The National Executive Committee (**NEC**): The National Executive Committee (NEC) is constituted under Section 8 of the Disaster Management (DM) Act to assist the National Disaster Management Authority (NDMA) in carrying out its functions. The NEC is responsible for preparing the National Disaster Management Plan for the entire country and ensuring that it is "reviewed and updated annually." This plan outlines strategies for disaster preparedness, mitigation, response, and recovery at the national level, and the NEC plays a key role in ensuring that it remains relevant and effective in addressing evolving disaster risks.

The National Institute of Disaster Management (**NIDM**): It is an institute for training and capacity development programs for managing natural calamities.

National Disaster Response Force (**NDRF**): It refers to trained professional units that are called upon for specialized response to disasters

State and District level: The Act also provides for state and district level authorities responsible for, among other things, drawing plans for implementation of national plans and preparing local plans.

- State Disaster Management Authority (**SDMA**): All Under Section 14 of the Disaster Management (DM) Act, all State Governments are required to establish a State Disaster Management Authority (SDMA). The SDMA is headed by the Chief Minister of the State as the Chairperson, with no more than eight members appointed by the Chief Minister. The State Executive Committee, as outlined in Section 22, is tasked with formulating the State Disaster Management Plan (SDMP) and implementing the National Disaster Management Plan within the state. Additionally, Section 28 mandates that the SDMA ensures all state departments prepare their own disaster management plans, in alignment with the guidelines set by both the National and State Authorities. This framework ensures a coordinated approach to disaster management at the state level, integrating efforts across various sectors.
- District Disaster Management Authority (**DDMA**): The Chairperson of District Disaster Management Authority (DDMA) is the Collector or District Magistrate or Deputy Commissioner of the district. The elected representative of the area is an ex officio co-Chairperson.

Finance: It includes provisions for financial mechanisms, such as the establishment of funds for emergency response, including the National Disaster Response Fund, along with similar funds at the state and district levels.

Civil and Criminal Liabilities: The Disaster Management (DM) Act includes provisions for civil and criminal liabilities in cases of non-compliance with its regulations. Under Section 51 of the Act, any individual who refuses to comply with orders issued under the Act can face punishment, which may include imprisonment for up to one year, a fine, or both. If the refusal to comply results in the death of individuals, the person responsible can be punished with imprisonment for up to two years. These provisions are designed to ensure accountability and enforce adherence to disaster management protocols, emphasizing the seriousness of compliance in disaster-related situations.

- **Self-Check Exercise 3**

Q1. What is the disaster management institutional framework?

17.6 Role of Government and Challenges faced in Implementation

The Central Ministries and Departments will take into account the recommendations provided by State Governments when determining pre-disaster requirements and formulating strategies for disaster prevention and mitigation. They will ensure that disaster prevention and mitigation measures are incorporated into developmental plans and projects, allocate sufficient funds for pre-disaster needs, and take necessary steps to enhance preparedness and effectively respond to any disaster situation. Additionally, the Central Ministries will have the authority to issue directives to the National Executive Committee (NEC), State Governments, State Disaster Management Authorities (SDMAs), State Executive Committees (SECs), or any associated officers or employees to facilitate or support disaster management efforts. These entities and officials will be obligated to adhere to such directives.

Role of Central Ministries and Departments

Since disaster management is a multidisciplinary process, all Central Ministries and departments play a crucial role in this domain. The Secretaries of the nodal Ministries and Departments of the Government of India, such as the Ministries of Home Affairs (MHA), Agriculture, Civil Aviation, Environment and Forests, Health, Atomic Energy, Space, Earth Sciences, Water Resources, Mines, Railways, and others, are members of the National Executive Committee (NEC). They will continue to serve as nodal agencies for specific types

of disasters, leveraging their core expertise or as designated by their respective roles. The National Crisis Management Committee (NCMC), consisting of high-level officials from the Government of India and chaired by the Cabinet Secretary, is responsible for addressing major crises that have serious implications. The committee is supported by the Crisis Management Groups (CMG) of the Central Nodal Ministries and is assisted by the National Executive Committee (NEC) when necessary. The Secretary of the National Disaster Management Authority (NDMA) is a permanent invitee to the committee, ensuring continuous coordination and input from the disaster management body. This structure is designed to handle crises effectively and in a timely manner, ensuring that all government agencies are aligned in their response.

State Governments

The responsibility for disaster management primarily lies with the States. To support effective disaster management, institutional frameworks have been established at the Centre, State, and District levels. The Disaster Management Act of 2005 requires State Governments, among other things, to create state disaster management plans, incorporate disaster prevention or mitigation strategies into state development plans, allocate resources, set up early warning systems, and cooperate with the Central Government and other organizations in various disaster management activities.

District Administration

At the District level, DDMAAs will act as the planning, coordinating and implementing body for disaster management and will take all measures for the purposes of disaster management in the respective Districts in accordance with the Guidelines laid down by NDMA and the concerned SDMA.

Armed Forces

Traditionally, the Armed Forces are involved in disaster response only when the civil administration is overwhelmed by the situation. In practice, however, the Armed Forces often serve as the first responders in severe disaster scenarios. Due to their extensive training, vast experience, willingness to take risks, quick mobilization, and access to significant resources, the Armed Forces have consistently played a crucial role in providing emergency support.

Challenges

Absence of Disaster Prone Zones: A significant limitation of the Act is the lack of a provision for designating 'disaster-prone zones.' In contrast, most disaster-related laws globally include provisions for identifying and mapping disaster-prone areas within their jurisdictions. Without such a classification, the state cannot take a proactive approach in disaster management. Additionally, identifying these zones is crucial for assessing potential damage and preparing targeted responses.

Neglects Progressive Behaviour of Disasters: The Act primarily treats disasters as sudden events, overlooking the fact that some disasters can develop progressively over time. For instance, in 2006, more than 3,500 individuals were impacted by dengue, a disease with a recurring history of outbreaks in India. However, no effective system has been established to address such recurring crises. Similarly, tuberculosis claims thousands of lives annually in the country, yet it remains excluded from the Act because its impact is gradual rather than immediate or sudden. This highlights a significant gap in the legislation, as it fails to account for disasters that unfold progressively.

Overlapping Functions: The Act mandates the creation of multiple national-level bodies, but their overlapping functions often make coordination challenging. Meanwhile, local authorities, who serve as crucial first responders during disasters, receive minimal attention. The Act lacks substantial guidelines for them, offering only a brief mention of taking "necessary measures" without clearly defining their roles or responsibilities.

Procedural Delays and Inadequate Technology: Additionally, India's disaster management framework faces challenges such as delayed response, ineffective implementation of plans and policies, and procedural delays. The lack of advanced technology for precise disaster prediction and assessment further contributes to widespread damage, highlighting the need for improved preparedness and response mechanisms. While the DM Act has significantly bridged a gap in the government's approach to disaster management, merely drafting detailed plans on paper is insufficient without effective implementation. Civil society, private enterprises, and non-governmental organizations (NGOs) can contribute meaningfully to creating a safer India.

- **Self-Check Exercise 4**

Q1. Explain role of government and challenges faced in disaster management.

17.7 Recent Changes in Government Approach

India has historically been prone to natural disasters due to its distinct geo-climatic conditions. Disasters, whether caused by natural or human factors, lead to sudden disruptions in daily life, resulting in significant loss of life and property. Disaster management in India is governed by the Disaster Management Act, 2005. In recent years, disaster management strategies have shifted from a reactive approach where action was taken only after a disaster occurred to a more proactive and preventive framework. Such an approach used to focus entirely on rescue, rehabilitation and reconstruction. But recent measures, inter alia, also focus on preparedness, mitigation and adaptation.

The approach to disaster management in the country has been improved by replacing the earlier approach of reactionary and relief-centric with a holistic and integrated management approach. India presented a practical approach and roadmap with the launch of a global Coalition for Disaster Resilient Infrastructure (CDRI) to make the infrastructure resilient in the face of disasters. It provides member countries technical support and capacity development, research, and knowledge management, to facilitate and encourage investment in disaster-resilient infrastructure systems. National disaster management services: The scheme has an integrated approach to provide reliable telecommunication infrastructure to disaster managers during times of non-disasters and in the event of disasters. It is a NDMA pilot project being implemented by BSNL. APADA Mitra Scheme: The NDMA has approved a Centrally Sponsored Scheme focusing on training community volunteers in disaster response in the 30 most flood-prone districts of 25 states in India.

- Project to reduce the risk of urban flooding in the seven most populous metros.
- National Landslide Risk Mitigation Project for Landslide Mitigation in 17 States and UTs.
- Scheme for Expansion and Modernization of Fire Services to expand and modernise Fire services across the states.

- **Self-Check Exercise 5**

Q1. Explain some of the recent changes in the disaster management.

17.8 Summary

Disasters are unforeseen events that disrupt normal life and hinder developmental progress. They may arise from natural causes, human activities, or a combination of both. Their impact is often more severe on communities that are highly vulnerable, whether due to physical exposure or socio-economic challenges. As a result, disaster management is a crucial aspect of public administration, requiring timely intervention through effective policies. In alignment with post-modern perspectives, the focus today is on ensuring sustainable development, marking a shift toward long-term resilience and preparedness. In many ways, this reflects a full-circle approach to disaster management. Thus development, as is the perception now, in itself may not be sustainable if it runs counter to environmental concerns. Public administration and emergency management practitioners support emergency preparedness, response, recovery, and mitigation efforts. During disasters, these professionals assist in the effective communication of crucial information and assess and track ongoing crises. It is the government's responsibility to protect its people, infrastructure and economy from disasters, and to make contingency plans to counter the effects.

17.9 Glossary

Man-made disasters: Accidents, chemical spills nuclear disasters are manmade disasters since they are caused by human activity.

Natural disasters: Floods, Cyclones, Earthquakes, etc. are natural disasters since they originate in natural phenomenon/processes.

Preparedness: Preparedness is explained as a state of readiness of the administrative apparatus to respond to a disaster quickly and in a way that minimises the loss of life and property that could accrue, implying, minimum time lag and maximum effectiveness.

Urban risks: Risks created due to specific conditions in the urban environment are termed urban risks. For example, threat of fire outbreaks, epidemics due to congestion and poor drainage in slums are urban risks.

Vulnerability: Susceptibility to physical attack.

17.10 Answers to Self-Check Exercises

Self-Check Exercise 1:	Ans 1. Refer 17.3
Self-Check Exercise 2:	Ans 1. Refer 17.4
Self-Check Exercise 3:	Ans 1. Refer 17.5
Self-Check Exercise 4:	Ans 1. Refer 17.6
Self-Check Exercise 5:	Ans 1. Refer 17.7

17.11 References/Suggested Readings

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17.12 Terminal Questions

1. What are the types of Disaster? Elaborate causes and impacts of disaster.
2. Elaborate on institutional framework and recent changes in disaster management.

Unit 18

Techniques of Administrative Improvement

Structure

18.1	Introduction
18.2	Learning Objectives
18.3	Administrative Reforms Self-Check Exercise - 1
18.4	E-Governance and ICT Self-Check Exercise - 2
18.5	Organizational Development and Behavior Self-Check Exercise - 3
18.6	Tools of Administrative Improvement Self-Check Exercise - 4
18.7	Future Technological Revolutions Self-Check Exercise - 5
18.8	Glossary
18.9	Answers to Self-Check Exercises
18.10	References/Suggested Reading
18.11	Terminal Questions

18.1 Introduction

After gaining independence, India inherited a colonial administrative system primarily designed for revenue collection and maintaining law and order. In the initial years, the government was largely focused on integrating princely states and rehabilitating refugees. However, with the country becoming a republic, the emphasis shifted toward social and economic development, necessitating a more people-centric administration. To align

governance with the needs of independent India, administrative reforms became essential. The Government of India introduced various measures, formed committees and commissions, and organized conferences to recommend improvements. These reforms covered multiple aspects, including organizational restructuring, process optimization, policy adjustments, and capacity building. They are not spontaneous but rather result from a comprehensive analysis, planning, and implementation to achieve specific objectives. Reform is more than a series of incremental changes or marginal adjustments, though it may result from the accumulation of small changes, which periodically creates requirement for comprehensive and systematic efforts.

18.2 Learning Objectives

After going through this lesson the students will be able to know

- Organisation and Methods
- E-Governance and ICT
- Organisational Development

18.3 Administrative Reforms

Administrative Reforms in India provide services intended to fulfil the needs of the citizens of this country. The Administrative Reforms in India cater to the new societal changes or to rectify old administrative processes' faults. After independence, there was a need for a Commission to perform the work of public administration efficiently and to guide in reforming the administrative practices as and when needed. Thus, an Administrative Reforms Commission was set up in January 1966. The first Administrative Reforms in India are considered the change from colonial rule to the democracy we know today. Since then, many commissions and committees have been established to shape an efficient administrative system. Here we will be sharing information related to Administrative Reforms in India. The government has introduced many major Administrative Reforms in India in recent years that emphasize making the government more accessible. These Administrative Reforms in India encourage corruption-free governance and boost efficiency. The motive of the Administrative Reforms is to promote government administrative agencies to implement public policies smoothly. After gaining independence in 1947, India faced numerous challenges, including

partition, the rehabilitation of refugees, the retirement of a significant number of administrative personnel, and the integration of princely states. The newly formed government prioritized the welfare of the people through socio-economic development, leading to an expansion of administrative responsibilities. However, the colonial-era administrative system, weakened by these turbulent circumstances, required significant restructuring and reinforcement. As the key instrument for planning and implementing development programs, the administration had to be reformed and modernized. In recent years, the Union Government has introduced major administrative reforms aimed at improving governance by enhancing efficiency, ensuring transparency, reducing corruption, promoting accountability, and minimizing discretionary powers. The Government follows the maxim “Minimum Government - Maximum Governance”. Below mentioned are some of the latest initiatives:

Mission Karmayogi: The National Programme for Civil Services Capacity Building (NPCSCB) is a comprehensive initiative designed to reform and enhance capacity-building at individual, institutional, and process levels for more effective public service delivery. Its objective is to develop a future-ready civil service equipped with the right skills, knowledge, and attitude, in line with the vision of a progressive India. The program is implemented through the iGOT-Karmayogi digital platform, which incorporates content based on global best practices to ensure high-quality training and development.

Lateral Entry: Lateral entry refers to the appointment of professionals from the private sector to key administrative positions in the government, even if they are not part of the traditional bureaucratic framework. This approach is crucial in modern times, as governance increasingly demands highly skilled and result-oriented individuals to enhance public service delivery. Lateral entry introduces principles of economy, efficiency, and effectiveness in government operations while fostering a performance-driven culture within the public sector.

e-Samiksha: A real-time online system has been established to monitor and track follow-up actions on decisions made at the highest levels of government regarding the implementation of key programs and projects. This digital platform serves as a monitoring tool to enhance accountability and ensure efficiency within the bureaucracy. Additionally, the government has been conducting rigorous reviews to identify and remove inefficient officials or those with questionable integrity through premature retirement.

Citizen Charters: The government has mandated Citizen Charters for all ministries and departments, ensuring they are regularly updated and reviewed. These charters serve as written

documents outlining the service provider's commitment to addressing the needs of citizens and customers.

Good Governance Index 2019: The Governance Performance Index (GGI) evaluates the state of governance and the impact of various initiatives undertaken by State Governments and Union Territories (UTs). Its key objectives include providing measurable data to assess governance across all States and UTs, assisting them in developing and implementing effective strategies for improvement, and promoting a results-driven approach to administration. Launched by the Ministry of Personnel, Public Grievances & Pensions, GGI aims to enhance transparency, efficiency, and accountability in governance.

National Conference on e-Governance: The National Conference on e-Governance serves as a platform for the government to collaborate with experts, industry professionals, and academic institutions to share insights and best practices on e-Governance initiatives. In 2020, the 23rd edition of this conference was jointly organized by the Department of Administrative Reforms and Public Grievances (DARPG) and the Ministry of Electronics and Information Technology (MeitY) in Mumbai, fostering discussions on enhancing digital governance and public service delivery.

Centralized Public Grievance Redress and Monitoring System (CPGRAMS): The Centralized Public Grievance Redress and Monitoring System (CPGRAMS) is an online, web-enabled platform developed by the National Informatics Centre (NIC) under the Ministry of Electronics & IT (MeitY) in collaboration with the Directorate of Public Grievances (DPG) and the Department of Administrative Reforms and Public Grievances (DARPG). CPGRAMS allows citizens to lodge grievances online from any location and track their status in real time. It also facilitates monitoring by the concerned departments and enables DARPG to oversee grievance resolution efficiently.

- **Self-Check Exercise 1**

Q1. Explain Recent Administrative reforms undertaken by Government of India.

18.4 E-Governance and ICT

E-Governance refers to the use of Information and Communication Technology (ICT) to deliver government services, facilitate information exchange, conduct transactions, and integrate various public service platforms. In India, the concept of e-Governance emerged in the 1970s, initially focusing on internal government applications in sectors such as defense, economic planning, and data management for elections, census, and tax administration. A significant milestone was the establishment of the Department of Electronics in 1970, which emphasized the role of information and communication in governance. The formation of the National Informatics Centre (NIC) in 1977 further advanced e-Governance through initiatives like the District Information System program, aimed at computerizing district offices nationwide. The launch of NICNET in 1987, a national satellite-based computer network, provided a major boost to e-Governance, enabling more efficient public administration and service delivery.

Simple: It refers to the simplification of government rules and regulations, minimizing complex processes through the application of ICTs, thereby ensuring a more user-friendly and accessible governance system.

Moral: It signifies the evolution of a new system within the administrative and political framework, incorporating technological interventions to enhance the efficiency of government agencies.

Accountable: It focuses on developing effective information management systems and performance measurement mechanisms to enhance the accountability of public service functionaries.

Responsive: It speeds up processes by streamlining them, hence making the system more responsive.

Transparent: It ensures transparency in government functions and processes by making information publicly accessible through websites and various online portals

E-government is the use of information and communication technology (ICT) in government services to increase the effectiveness of communication and transactions between citizens, businessman, and the government. It saves the cost of physical monitoring and administration and thus leads to cost saving for the government. Now there will be efficient usage of public

funds as they will be less prone to neglect and waste expenses. It will remove the barriers and make the government better at administration and thus result in better governance. It will increase the data collection and thus will help the administration in better evaluation, implementation, and better scheme outcomes. Public policies result in better outcomes and hence public trust in administration will also increase with the reduced gap because of minimum government and maximum governance.

- **Self-Check Exercise 2**

Q1. What is e-governance and explain its benefits?

18.5 Organizational Development and Behavior

Organizations are more than just physical structures; they are made up of people and function as social entities. Organizational Behaviour (OB) examines how individuals interact within an organizational setting, recognizing that workplace behaviour often differs from personal conduct. Until the 1980s, business schools primarily focused on quantitative and technical aspects of management. However, during the late 20th century, rapid changes in the business environment highlighted the importance of understanding human behaviour within organizations. While the primary goal of OB is to enhance organizational efficiency and effectiveness, it also benefits employees by applying scientific approaches to improve individual and collective performance. Ultimately, OB focuses on understanding, shaping, and managing human behaviour to optimize workplace productivity and harmony. The foundation of an organization lies in the principle that a group of individuals can accomplish what a single person cannot. Organizations bring together people with diverse skills and expertise to work toward shared objectives. Within this structure, individuals have expectations regarding each other's roles and performance to ensure the achievement of collective goals. The Industrial Revolution marked a significant shift with the introduction of the bureaucratic system in organizations. Bureaucratic organizations featured a rigid hierarchy, division into specialized functional units, and were staffed by technically skilled professionals. This system made organizations more impersonal by enforcing rule-based administration, ensuring uniform application of policies to all employees. Unlike the pre-bureaucratic era, where promotions were often influenced by personal relationships with superiors or owners, bureaucracy introduced clear and structured rules for career advancement, emphasizing merit and qualifications over favouritism.

Organisation Development helps an organisation to deal with:

Workforce diversity: Workforce diversity refers to the inclusion of employees from various backgrounds, including differences in race, gender, religion, caste, and other demographic factors. A diverse workforce introduces fresh perspectives, fosters creativity, and enhances problem-solving by incorporating varied experiences and viewpoints. However, it also presents challenges such as communication barriers, cultural misunderstandings, and potential conflicts. Effective management of diversity requires inclusive policies, sensitivity training, and a workplace culture that promotes respect and collaboration among employees.

Globalisation: Globalisation is a challenge as well as an opportunity for most organisations. Those organisations which address its challenges well will be able to tap into the opportunities in a better way.

Customer-Orientation: Mahatma Gandhi famously stated, “Customer is king,” emphasizing the importance of customer satisfaction. However, this does not imply that organizations should prioritize customers at the expense of their employees. Employee satisfaction plays a crucial role in delivering quality service, as motivated and content employees are more likely to create positive customer experiences. Conversely, dissatisfied employees may unintentionally transfer their frustration to customers, potentially harming the organization’s reputation and success. Therefore, a balanced approach that values both employee well-being and customer satisfaction is essential for sustainable growth.

Innovation and Disruption: Innovation and disruption have become commonplace in today's dynamic world. Innovation refers to the adoption of new ideas, methods, processes, or technologies that generate value for customers while driving profitability for organizations. It plays a crucial role in maintaining a competitive edge, improving efficiency, and addressing evolving consumer needs. In an era where rapid advancements shape industries, organizations must embrace innovation to stay relevant and thrive in an ever-changing business landscape.

Work Environment: The work environment encompasses not only the physical workspace but also the psychological and emotional atmosphere within an organization. A truly conducive work environment fosters positive relationships between employees, their colleagues, and superiors, promoting mutual respect, open communication, and collaboration. When employees

feel valued and supported, they are more engaged, motivated, and productive, ultimately contributing to the organization's overall success.

- **Self-Check Exercise 3**

Q1. Why in modern times Organisational Behaviour need to be studied to improve efficiency?

18.6 Tools of Administrative Improvement

Administration is becoming complex day by day in order to fulfil large scale demands of growing population. Modern citizenry demands quantity as well as quality in the service delivered. Below mentioned are few tools to improve administrative efficiency:

Management Information System (MIS): Management Information System (MIS) is one of the five major Computer-Based Information Systems (CBIS) designed to fulfil the general information needs of managers within a firm or organization. As a computer-based system, it provides relevant data to users with similar requirements, whether they are students aspiring to become managers, entrepreneurs, or professionals. Information system and information technology is a vital component of any successful business and is regarded as a major functional area like any other functional area of a business organization like marketing, finance, production, human resources (HR) etc.

PERT and CPM: PERT stands for Project Evaluation and Review Technique. This is an appropriate technique that is used for projects where the time required or needed to complete different activities is not known. This planning tool is used to calculate the amount of time it will take to realistically finish a project. It provides the blueprint of project and is an efficient technique for project evaluation. In this technique, a PERT Chart is made which represents a schedule for all the specified tasks in the project. The PERT chart is used to schedule, organize, and coordinate tasks within the project. The objective of the PERT chart is to determine the critical path, which comprises critical activities that should be completed on schedule.

CPM is a technique that is used for projects where the time needed for completion is already known. It is primarily used for determining the approximate time within which a project can be completed. The critical path is the largest path in project management that always results in the shortest time to complete the project. CPM also helps project managers identify critical tasks

and non-critical tasks, allowing them to prioritize resources and manage project schedules effectively.

Benefits of Using PERT and CPM

- **Effective Task Scheduling:** PERT is ideal for scheduling tasks in projects and determining the critical path, which is essential for understanding project timelines.
- **Timely Decision Making:** Both PERT and CPM enable project managers to make timely decisions during project execution, helping to prevent delays and ensure on-time project delivery. PERT is particularly useful for exploring different scenarios, while the critical path identified by CPM helps identify potential uncertainties.
- **Promoting Department Coordination:** Using both techniques promotes coordination among project departments and facilitates decision-making for cross-functional teams by providing ample data. This analysis aids in managing the project within budget constraints.
- **Long-Term Planning and Milestone Identification:** CPM assists in long-term planning by identifying critical tasks, streamlining planning, scheduling, and project control, resulting in increased productivity and better resource management. PERT, on the other hand, identifies project milestones and task sequences visually, aiding in team comprehension. Regular updates to PERT charts throughout the project lifecycle ensure continued benefits.

- **Self-Check Exercise 4**

Q1. Explain some of the tools which are used to improve efficiency of administration.

18.7 Future Technological Revolutions

Public administration, the backbone of government operations, is undergoing a transformative journey as societies adapt to the digital age, dynamic socio-economic shifts, and increasing demands for transparency, efficiency, and citizen engagement. The future of public administration is exciting, challenging, and rife with opportunities to shape the way governments serve their constituents.

Digital Transformation and Data-Driven Decision-Making: The rise of digital technologies is revolutionizing public administration. Governments around the world are harnessing the power of data analytics, artificial intelligence, and automation to streamline operations, enhance service delivery, and make more informed decisions. From predictive analytics for resource allocation to the implementation of digital citizen service portals, technology is reshaping the way public administrators work.

Inclusive Governance and Citizen Engagement: The future of public administration is all about engaging citizens in the decision-making process. Inclusivity and transparency are becoming core principles for effective governance. Technology plays a pivotal role in this transformation, enabling governments to involve citizens in policy discussions, gather feedback, and co-create solutions.

Agile and Adaptable Organizations: The rapid pace of change in today's world demands agile and adaptable public organizations. Bureaucratic structures are giving way to more flexible, results-oriented models. This shift allows governments to respond swiftly to emerging challenges, whether it's a global pandemic, climate crisis, or technological disruption. Cross-sector collaboration is becoming essential, as complex problems rarely fall within the purview of a single government agency. Collaborative networks, both domestically and internationally, are forming to tackle multifaceted issues that require a coordinated approach.

Ethics and Privacy in a Digital Age: As public administration embraces technology, it must grapple with critical ethical and privacy concerns. Balancing the benefits of data-driven decision-making with the need to protect individual rights is a challenge that requires careful consideration. Governments must establish robust data protection measures, ensure transparency in data usage, and develop ethical guidelines for the deployment of emerging technologies such as facial recognition and AI. Striking the right balance between innovation and privacy will be crucial in shaping public trust and confidence.

The future of public administration holds tremendous potential to improve the lives of citizens through innovation, inclusivity, and efficiency. By embracing digital transformation, prioritizing citizen engagement, fostering agility, and addressing ethical concerns, governments can create a more responsive and effective public administration system. As the world continues to evolve, so too must the institutions that serve its people. The future of public administration is an exciting frontier, and it's up to us to ensure it leads to a brighter, more connected, and equitable future for all.

- **Self-Check Exercise 5**

Q1. Explain the impact of future technologies on public administration.

18.8 Summary

The core objective of administrative management is to create a formal structure that facilitates success for a particular business or organization. Administrative management employees create a hierarchy of authority, decide on their key functions, assign the different areas of responsibilities and divide labour across the company's departments. The concept of what effective administrative management looks like has evolved over time as different theories were created and applied. An administrator is a person who directs the activities of their team or employees and undertakes the responsibility to achieve the objectives of a particular organization or business. Improvement of administration has overall impact on the democracy which can deliver services in efficient manner to the last mile.

18.9 Glossary

CPM:	Critical Path Method
ICT:	Information and Communication Technology
MIS:	Management Information System
PERT:	Performance Evaluation and Review Technique

18.10 Answers to Self-Check Exercises

Self-Check Exercise 1:	Ans 1. Refer 18.3
Self-Check Exercise 2:	Ans 1. Refer 18.4
Self-Check Exercise 3:	Ans 1. Refer 18.5
Self-Check Exercise 4:	Ans 1. Refer 18.6
Self-Check Exercise 5:	Ans 1. Refer 18.7

18.11 References/Suggested Readings

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18.12 Terminal Questions

1. What is e-governance? Explain its benefits.
2. Explain the role of future technological revolutions in the field of public administration.

Unit 19

Public Policy

Structure

19.1	Introduction
19.2	Learning Objectives
19.3	Need of Public Policies
	Self-Check Exercise - 1
19.4	Types of Public Policies
	Self-Check Exercise - 2
19.5	Public Policy Cycle
	Self-Check Exercise - 3
19.6	Models of Public Policy
	Self-Check Exercise - 4
19.7	Importance of Public Policy
	Self-Check Exercise - 5
19.8	Glossary
19.9	Answers to Self-Check Exercises
19.10	References/Suggested Reading
19.11	Terminal Questions

19.1 Introduction

In the early 1950s, the academic discipline of “public policy” began to emerge. Over time, it has grown significantly and is now striving to establish itself as a distinct field of study. Policy plays a central role in various social science disciplines, such as political science, public administration, economics, and management. The rapid academic expansion of public policy has led many scholars, educators, and public administrators to perceive it as increasingly complex. Public policy inherently transcends the traditional boundaries of academic disciplines, drawing from multiple fields. This interdisciplinary nature is precisely what makes the study of public policy both fascinating and intellectually stimulating.

Public policy is an enigmatic concept that has profound implications for the functioning of society. So, what is public policy? It's the roadmap governments follow to address societal needs, consisting of a series of actions or decisions taken by authorities with the aim of solving issues at hand. It's the compass that guides a nation towards its objectives, defining its priorities and values. Public policy can appear as an abstract concept, but it's omnipresent, affecting every aspect of our lives. At its core, public policy is the actions and decisions made by a government body that address various societal issues. India, with its diverse demographic, cultural, and economic landscape, presents a dynamic context for public policy. Public policy in India is a testament to its democratic ideals, aiming to address the complex challenges of a rapidly developing nation. Over the years, it has aimed at promoting inclusive growth, sustainable development, and social justice.

19.2 Learning Objectives

After going through this lesson the students will be able to know

- Need and Types of Public Policies
- Public Policy Cycle
- Models of Public Policy

19.3 Need of Public Policies

Public policy is based on democratic principles. It is intended to serve the public interest, and its formulation often involves consultation and participation from various stakeholders, including the public. It is a manifestation of democracy, reflecting the will and welfare of the people.

Understanding these characteristics of public policy allows us to appreciate its unique role and impact in society. For those involved in policy-making or studying it, like UPSC aspirants, understanding these features can provide a solid foundation for grasping the nuances of public policy and its role in shaping our world.

One might question the need for public policies. After all, they involve complex processes and often require a delicate balancing act among competing interests. Despite these challenges, the importance of public policies is undeniable. They form the foundation of any democratic government's modus operandi, serving as tools for societal progress. Let's delve deeper into the need and importance of public policies. Public policies are framed for different aspects of administration and sectors like energy, food, gender, retail, education, environment and many more. These rules are necessary for the smooth flow of administration. A good public policy can be made with the inclusive efforts of both government and non-government institutions.

The different constituents of Public Policies are:

- Laws
- Rules & regulations
- Welfare programs & practises
- Specific policy changes that are based on national, state and local levels.

- **Self-Check Exercise 1**

Q1. Explain Recent Administrative reforms undertaken by Government of India.

19.4 Types of Public Policies

Public policies can be divided into below mentioned major types:

Distributive Policies: Policies intended to benefit specific groups of people are known as distributive policies. It could be in the form of aid, public assistance, health services, and other welfare steps. Thus, all public aid and welfare programs are included in this category. Adult education programs, food distribution, social insurance, and immunisation camps are some examples of distributive policies.

Regulatory Policies: Regulatory policies encompass rules and guidelines governing trade, business, safety measures, public utilities, and other sectors. These policies are implemented by independent organizations operating on behalf of the government to ensure compliance, efficiency, and accountability. Notable examples include the Life Insurance Corporation of India (LIC), the Reserve Bank of India (RBI), the Small Industries Development Bank of India (SIDBI), and other public agencies. In essence, regulatory policies are designed to oversee and regulate entities that provide goods and services in alignment with government objectives.

Redistributive Policies: Redistributive policies aim to bring social and economic changes in society. The prime focus of these kinds of policies is to remove inequality and work for the welfare of society at large. With the help of these policies, the government tries to ensure that resources are not concentrated in the hands of a few people by transferring resources from privileged groups to deprived ones.

Substantive Policies: Substantive policies are concerned with society's overall welfare and development. Some substantive policies are programs such as education and employment opportunities, economic stabilisation, law and order enforcement, anti-pollution laws, etc. These policies cover a wide range of issues that affect society's overall well-being and progress.

Fiscal Policies: Fiscal policy is a set of rules related to government spending and taxation. These policies decide the government budget allocation and set the tax rates imposed on the people. Some examples of fiscal policy include rules related to taxation on investments, debt and surplus management, welfare schemes by the government and more.

Monetary Policies: Monetary policies are the set of rules that ensure the supply and demand in the country. It also looks after the valuation of the currency. A robust monetary policy can elevate a nation's finances. Some examples of monetary policies would include guidelines related to the bank rates, credit card interest rates, and buying and selling of government securities, among others.

Social Assistance Policies: These policies are related to social welfare actions and assistance to lower-income groups. Some examples of social assistance policies are health schemes and education schemes implemented by government bodies.

- **Self-Check Exercise 2**

Q1. Explain the major types of public policies?

19.5 Public Policy Cycle

In the realm of public policy, several key components play a vital role in forming the tapestry of governance. These aspects encompass the entirety of a policy's lifecycle, beginning with its inception, progressing through its development, and culminating in its effect on society.

Problem Identification: The genesis of any public policy lies in the identification of a societal problem or issue. This recognition could be the result of a significant event, academic research, or vocal public opinion. Here, policymakers pinpoint what needs changing and who is affected, essentially setting the stage for the formulation of the policy.

Agenda Setting: Once a problem is identified, it needs to be placed on the government's agenda for it to receive attention. Agenda setting involves prioritizing the myriad of societal issues identified; essentially deciding which problems will be addressed by public policy.

Policy Formulation: This stage marks the transition from recognizing and prioritizing the problem to generating solutions. Here, policymakers, researchers, and interest groups engage in drafting potential policy options, bearing in mind their feasibility, potential effectiveness, and acceptability to stakeholders.

Decision Making and Policy Adoption: The policy formulation stage culminates in decision making, where the best course of action is selected from the proposed solutions. This stage may

involve negotiation, compromise, and political manoeuvring. Once a decision is reached, the policy is formally adopted and becomes part of the government's action plan.

Policy Implementation: At this stage, the adopted policy is put into action. Government agencies, alongside other involved organizations, are tasked with executing the policy directives. The success of a policy greatly depends on the effectiveness of its implementation.

Policy Evaluation: The final aspect of public policy is evaluation. It is the assessment of a policy's outcomes and impact. Policymakers analyse whether the policy has achieved its intended objectives and the extent of its success or failure. This information is valuable for future policymaking, offering lessons for improvement.

- **Self-Check Exercise 3**

Q1. Explain the steps involved in public policy cycle?

19.6 Models of Public Policy

A model, in general terms, is a representation of a person, concept, or system. In the context of public policy, models serve as simplified abstractions of real-world political and administrative processes, helping to highlight key aspects of policy-making. When analysing political systems or elitism in public policy, models assist in organizing and categorizing ideas, making complex governance structures more comprehensible. By providing a structured framework, they enable policymakers and researchers to better understand, evaluate, and predict policy outcomes.

System Model: David Easton conceptualized the policy-making process as a "black box" that transforms societal demands into policies. In his analysis of political systems (1965), he described the political system as the segment of society responsible for the authoritative allocation of values. Inputs into this system include physical, social, economic, and political factors from the environment, which manifest as both demands and support. The support structure of a political system comprises rules, laws, and customs that uphold the legitimacy of political institutions and authorities, ensuring the stability and functioning of governance. Support for a political system is demonstrated when individuals or groups accept its decisions, laws, and policies. It consists of symbolic or material inputs, such as obeying laws, paying taxes, or respecting national symbols, which serve as the psychological and material foundations of governance. At the core of the political system are key institutions and actors

involved in policymaking, including the chief executive, legislators, judges, and bureaucrats. These entities process societal demands (inputs) and transform them into policies (outputs), which represent authoritative value allocations within the system. The systems theory views public policy as the outcome of this process, emphasizing a cyclical flow of information through feedback mechanisms, inputs, and outputs. This dynamic interaction ensures the continuous evolution and adaptation of policies in response to societal needs.

Institutional model: It centres on the government as a key institution for policy analysis, encompassing major governmental bodies such as Parliament, the Executive (including government departments), and the Judiciary. In essence, a policy only materializes when it is adopted and put into action by these governmental institutions. These institutions impart three defining features to public policy. First, the government grants legal authority to policies. Second, public policies are universally applicable, extending to all citizens within the state. Third, public policy inherently involves coercion, as it reflects the government's actions in enforcing its decisions. Policies carry the potential for imposing penalties, using coercion if required, and only the government has the legal authority to enforce such sanctions on those who violate its policies. Thus, there is a strong connection between public policy and governmental institutions. The institutional approach to public policy, which focuses on the interactions among institutions established by the constitution, legislature, or government, has gained considerable importance.

Rational Policy Making: The idea of 'rationality' has an important place in the study of policy and decision making in the post-World War II era. Two sources are mainly responsible for this rational approach: (i) the idea of economic 'rationality' as it grew in economic theory, and (ii) the idea of 'bureaucratic', rationality, as advocated in sociological theories of organisation. The idea of rationality in public policy originates from the concept of the "economic man," a self-interested individual who makes calculated decisions. The Weberian model of rational action, which focuses on selecting the most effective means to achieve specific goals, has significantly influenced decision-making analysis. This perspective highlights that policy decisions are made by evaluating various alternatives based on logical reasoning, ultimately selecting the most optimal option. Thomas Dye equates rationality with efficiency. "A policy is considered rational when the net gain the difference between the values it achieves and the values it sacrifices is positive and greater than that of any other policy alternative". He further emphasizes that efficiency entails assessing all social, political, and economic values gained or lost due to a public policy, not just those quantifiable in monetary terms. Additionally, he notes

that pursuing a purely rational model through analysis can often be undemocratic. Denhardt observes that policy analysts typically apply technical solutions to the immediate problems. Under such circumstances, Denhardt notes, “technical concerns would displace political and ethical concerns as the basis for public decision-making, thereby transforming normative issues into technical problems”.

Incremental Model: Charles Lindblom (1917–2018) was a prominent critic of the traditional rationality model. Challenging the views of Simon and others, he argued that decision-making is not merely about defining goals, selecting options, and comparing them. Lindblom contended that rational decision-making is impractical for addressing complex policy issues. According to him, factors such as time constraints, cognitive limitations, financial costs, and political influences hinder policymakers from fully identifying societal goals and their potential outcomes. He distinguished between Herbert Simon’s concept of comprehensive (or root) rationality and his own approach, known as ‘successive limited comparisons’ (or branch decision-making).

Elite model: The elite theory of the policy process asserts that power is concentrated in the hands of a small group of elites, who shape policy to serve their interests. According to this theory, society is divided into two groups: those in power at the top and the powerless masses at the bottom. The elites, who share common values and possess greater wealth, education, and influence, govern a largely passive and uninformed public. In a setting marked by apathy and distorted information, elites have a stronger impact on shaping public opinion on policy matters than the masses do on elite decision-making. Within this framework, policy decisions originate from the elite and flow downward to the public. As a result, public policy is seen as a reflection of the preferences and priorities of the ruling elite, while government officials and administrators are primarily responsible for implementing these decisions.

Public Choice Model: The terms public choice and political economy were introduced by scholars and gained prominence in social science literature from the early 1960s. Rooted in rational choice theory, this approach focuses on understanding decision-making within politics and bureaucracy. Key contributors to this perspective include Gordon Tullock, Anthony Downs, and William Niskanen. Public choice theory challenges the traditional notion that policy-making is driven by the pursuit of public welfare. Instead, it suggests that, much like private entrepreneurs seeking to maximize profits, politicians are primarily motivated by personal

interests when shaping public policy. Their decisions are influenced by the goal of maximizing electoral success, leading them to adopt policies that align with public expectations.

- **Self-Check Exercise 4**

Q1. Explain some of the models of public policy.

19.7 Importance of Public Policy

Some of the importance of public policy is mentioned below:

Facilitating Order: Public policies facilitate order within a society. Without these guidelines and rules, chaos would ensue. Policies provide a structured framework within which individuals, organizations, and governments can operate, ensuring societal stability and harmony.

Delivering Public Services: Public policies outline the delivery of essential public services. These policies determine who will receive services, how they will be delivered, and who is responsible for their provision. From healthcare and education to infrastructure and security, public policies facilitate the efficient delivery of public services.

Protecting Rights and Enforcing Responsibilities: Public policies play a crucial role in safeguarding rights and enforcing responsibilities. They establish what is permissible and what is not, ensuring that the rights of individuals are protected while also outlining their responsibilities towards society.

Resource Distribution: Public policies guide the distribution of resources. They help to determine how resources, both tangible and intangible, are allocated within society. In doing so, policies play a significant role in addressing disparities and promoting social justice.

Addressing Societal Issues: Public policies allow governments to address societal issues. Whether it's tackling poverty, promoting economic development, or conserving the environment, public policies provide a roadmap for addressing these complex challenges.

Providing a Platform for Public Participation: Lastly, public policies provide a platform for public participation. They are not just directives from the government, but also reflect the voice of the people. Public participation in policy-making promotes democratic principles and allows the needs of the public to be heard and addressed.

- **Self-Check Exercise 5**

Q1. Explain the importance of public policy in public administration.

19.8 Summary

The study of public administration has traditionally emphasized the structures and mechanisms involved in policy implementation. It explores the organization of public authorities, the conduct of public servants, and increasingly, the methods of resource allocation, administration, and evaluation. While this approach provides valuable insights, it often falls short of explaining how policies are formulated, though it is widely acknowledged that the experience of implementing policies significantly influences the policy-making process. However, public policy as a subject is inherently more political than public administration. It seeks to apply political science to public affairs while also engaging with the processes within public administration. In recent years, the field of public policy has been predominantly shaped by scholars specializing in policy analysis and public administration. Their work has largely focused on the content of policies, the processes through which they are formulated, and their implementation. Public policy is a vital area of both academic study and practical application. Since its emergence as a distinct field of inquiry, it has expanded significantly in both theoretical scope and real-world relevance. A key aspect of public policy studies involves developing scenarios and extrapolating contemporary trends to anticipate future challenges. The study of public policy helps us understand and address societal issues. Policies not only drive changes in social conditions but also play a crucial role in maintaining order and cohesion within a state. In democratic nations, public policies serve as essential tools for guiding social and economic systems from the past into the future, ensuring progress and stability.

19.9 Glossary

Black Box: This model of systems analysis, popularized by David Easton (1965), suggests that inputs are processed within a 'black box' to produce outputs or outcomes. Like other positivist thinkers, Easton assumes a definable cause-and-effect relationship between supports, demands, and outputs. However, critics argue that this approach is overly mechanical and rigid.

Incrementalism: A model of decision-making in which policy change is accomplished through small, incremental steps that allow decision makers to adjust policies as they learn from their successes and failures.

Policy sciences : Policy sciences is the discipline concerned with explaining the policy-making and policy-executing process; and with locating data and providing explanations that are relevant to policy analysis.

19.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 19.3

Self-Check Exercise 2: Ans 1. Refer 19.4

Self-Check Exercise 3: Ans 1. Refer 19.5

Self-Check Exercise 4: Ans 1. Refer 19.6

Self-Check Exercise 5: Ans 1. Refer 19.7

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19.12 Terminal Questions

1. Explain the types and cycle of public policies.
2. Briefly discuss models of public policies.

Unit 20

Ethics in Public Administration

Structure

20.1	Introduction
20.2	Learning Objectives
20.3	Ethics and its Dimensions Self-Check Exercise - 1
20.4	Ethics in Public Life Self-Check Exercise - 2
20.5	Civil Services Values Self-Check Exercise - 3
20.6	Law, Rule, Regulations and Conscience Self-Check Exercise - 4
20.7	Code of Ethics, Codes of Conduct Self-Check Exercise - 5
20.8	Summary
20.9	Glossary
20.10	Answers to Self-Check Exercises
20.11	References/Suggested Readings
20.12	Terminal Questions

20.1 Introduction

Etymologically the term “Ethics” correspond to the Greek word “Ethos” which mean Character, Habit, Customs or Way of behaviour, etc. Hence, Ethics, defined as Systematic study of human actions from the point of view of their rightfulness or wrongfulness. Simply it’s “A set of principles which guides us what to do and what not to do the way acceptable to the society.”

Ethics, as a philosophical discipline, examines the values and principles that guide human behaviour while also seeking to justify them. It goes beyond merely following traditions or customs, requiring critical analysis and evaluation based on universal principles. As moral philosophy, ethics involves philosophical reflection on morality, ethical dilemmas, and moral judgments. It is considered a science because it consists of logically organized, reasoned truths with defined material and formal aspects. Ethics explores what humans ought to be based on their nature and is a rational science, as its principles are derived through reason in relation to free will. Additionally, it serves as a normative or regulative science, providing guidance on leading a morally upright life in accordance with reason.

Ethics is more than just a collection of moral codes. While it does involve moral guidelines, it is not limited to them. Rather than simply restricting behaviour, ethics serves to help individuals identify what is good and how to achieve it. The binding nature of ethical norms arises from the core purpose of ethical inquiry: to uncover the fundamental principles that explain why one ought to act in a certain way. The relationship between ethics and human experience is complex, involving moral principles, the factors influencing ethical decisions, and the significant consequences of ethical or unethical actions. As a branch of philosophy, ethics explores moral values and principles, guiding individuals on how to act fairly, honestly, and with respect for others. In today’s interconnected world, ethical considerations are more crucial than ever. From the ethical implications of technology and artificial intelligence to matters of social justice, environmental sustainability, and human rights, many contemporary challenges require thoughtful ethical reflection.

The concept of human interface in ethics refers to the connection between individuals and the ethical decision-making process. It involves how people engage with moral principles, norms, and values, shaping their beliefs and influencing their behaviour. In today’s world, this interaction has become more intricate due to rapid technological advancements, globalization, and cultural diversity. Consequently, individuals often encounter complex ethical dilemmas

that demand thoughtful analysis and sound judgment. To effectively address these challenges, it is crucial to establish a strong ethical foundation that fosters critical thinking, empathy, and respect for others. Ethical decision-making involves acknowledging and addressing personal biases and prejudices while considering the broader social, economic, and political context. At its core, the human interface in ethics is about understanding the complexities of human behavior and recognizing the vital role of ethical choices in fostering social justice, fairness, and overall well-being. By building a strong ethical foundation, individuals can approach the challenges of contemporary society with greater confidence, empathy, and compassion, ensuring that their decisions contribute positively to the world around them.

A useful way to deal with ethics is seeing it as an active process of design, an ongoing process that occurs whenever circumstances force us to deal with conflict, tension, uncertainty and risk. As individuals define the boundaries and content of their responsibility in resolving specific ethical dilemmas both great and small, we create for ourselves an ethical identity and form character traits. Often this is done without consistent, intentional and systematic reflection, but that need not always be the case. Skill in addressing ethical issues can be learned and cultivated if we recognize the importance of doing so. The requirement is that we view our treatment of ethical problems as an ongoing process of designing the best courses of action for specific situations we face. This demands that we are able to establish a framework for understanding ethics in dynamic rather than static terms. It means an essential part and unchanging nature of a thing or person, a vital part of some idea or immaterial entity, or the predominant qualities or central meaning of someone or something. Ethics fundamentally involves concern for something or someone beyond oneself, extending beyond personal desires and self-interest. It encompasses consideration for others well-being, societal interests, and the concept of the ultimate good. Thinking ethically, therefore, requires individuals to look beyond their own perspectives and take broader responsibilities into account.

20.2 Learning Objectives

After going through this lesson the students will be able to know

- Ethics and its dimensions
- Civil Services Values
- Laws, Rules, Regulations and Conscience

20.3 Ethics and its Dimensions

Ethics is divided into four main branches. They are:

1. Meta-Ethics (Ethics about Ethics)
2. Prescriptive Ethics (Normative Ethics) – which is again divided into Deontological Ethics, Teleological Ethics, and Virtue Ethics.
3. Descriptive Ethics (Comparative Ethics)
4. Applied Ethics – again divided into Bio-ethics, Cyber Ethics, Environmental Ethics, Personal Ethics, Professional Ethics, Public Ethics, International Ethics and so on.

Meta-Ethics: Meta-ethics explores the fundamental nature of moral judgments, examining how we determine whether something is morally right or wrong. It delves into our understanding of ethical concepts, questioning how we perceive the goodness or negativity of decisions, actions, or intentions. Unlike applied ethics, which focuses on specific moral dilemmas, meta-ethics analyses the meaning and justification of moral principles themselves. Rather than evaluating the rightness or wrongness of particular actions, it investigates the nature of morality, including its objectivity and origin. The three primary theories within meta-ethics are naturalism, non-naturalism, and prescriptivism, each offering different perspectives on the foundations of moral reasoning.

Normative or Prescriptive Ethics: It is the study of ethical principles that guide how individuals should act and behave within society. Additionally, it examines the standards that determine the moral rightness or wrongness of actions. When established norms are violated, there are justified reasons for consequences, along with explanations for enforcing them. The following are some of the dimensions of normative ethics:

- **Deontology Ethics:** It asserts that the ideal ethical action upholds and respects the moral rights of those affected. The core belief is that individuals possess inherent dignity, either due to their human nature or their ability to make free choices. This dignity grants them the right to be treated as ends in themselves rather than merely as means to achieve other goals.
- **Contractarianism-** From this perspective, moral rules are those that are universally acceptable within society, but their moral value must be assessed objectively. This approach is reflected in concepts such as John Rawls' Veil of Ignorance and Thomas

Hobbes' Social Contract, which emphasize fairness and impartiality in moral reasoning.

- Natural rights theory- This perspective upholds the existence of absolute, inherent rights that individuals possess simply by virtue of being human. Thinkers such as John Locke and Thomas Aquinas, through the Natural Rights Theory, advocate this view, asserting that fundamental rights such as life, liberty, and property are unalienable and must be protected.

Descriptive Ethics: This branch of ethics lies on the less analytical end of the ethical spectrum, focusing on the observation and documentation of how people behave and make moral choices. It gathers knowledge about human actions, identifies recurring patterns, and draws general conclusions based on empirical observations. As an empirical study of moral beliefs shaped by laws and societal conventions, it explores the historical development of ethical thought and records specific taboos, norms, and traditions. Descriptive ethics is exemplified in Kohlberg's theory of moral development, offering a value-neutral perspective that aligns more with social science than moral philosophy. Unlike normative ethics, it does not begin with predefined theories or assumptions but instead carefully examines real-world ethical decisions, analyzing how individuals and societies navigate moral choices in practice.

Applied Ethics: This branch of ethics applies ethical principles to real-world situations across various professional fields and aspects of daily life. It involves the philosophical analysis of specific moral dilemmas in both private and public spheres, requiring ethical judgments on complex issues. Drawing from meta-ethics and normative ethics, it addresses challenging topics such as abortion, infanticide, animal rights, environmental sustainability, LGBTQ+ rights, capital punishment, and nuclear weapons. This practical approach to ethics helps navigate contemporary moral debates by providing structured reasoning and ethical guidance.

These are the factors that determine or shape the ethical standards in an individual and society. Some of the important determinants of ethics are:

Social Rules or Customs: Social rules and customs are shaped by a combination of religious or philosophical beliefs, personal intuition, and common sense. They evolve over time due to various influences, such as prominent thinkers, spiritual leaders, economic conditions, disease, war, migration, and cultural expression. As a result, morality often takes on a relativist nature, with its subjectivity clearly evident. For instance, one society may consider having multiple children immoral, while another may view contraception as unethical. Despite this inherent

relativism, people often attempt to impose their moral perspectives on others, sometimes even resorting to violence in the name of their beliefs.

Nature/Object of the Act: One approach to evaluating the morality of human actions is by analyzing their inherent nature or essence. Each action carries a unique character that distinguishes it from others, making it intrinsically good, bad, or neutral. For instance, helping a blind person cross the street is inherently good, blasphemy is often regarded as inherently bad, and learning to shoot is neutral in itself, as its morality depends on the context in which it is applied. However, some actions are considered intrinsically immoral due to their fundamental moral implications. These actions are deemed wrong regardless of the intentions behind them or the circumstances in which they occur. Examples often cited include rape, the murder of innocent children, and blasphemy. Such acts are viewed as fundamentally incompatible with the principles of goodness and morality, as they inherently violate ethical and human values. This perspective emphasizes that certain actions are universally condemned because they contradict the very essence of moral integrity and human dignity. Additionally, some societies or religions classify specific actions such as abortion, embryonic stem cell research, same-sex marriage, and euthanasia as intrinsically immoral based on their moral codes. While individuals may have good intentions or difficult circumstances, these acts are often considered non-negotiable and subject to punishment within such frameworks. However, the universal applicability of labelling an act as evil or sinful without considering context and intention remains a topic of debate, as moral perspectives vary across different cultures and belief systems.

Intention/Purpose of the Action: The morality of an action is often determined by the intention behind it. According to Aristotle and teleological theorists, every human action, no matter how small, has a purpose, motive, or intention. Individuals hold moral responsibility for their actions, whether they involve deliberate acts, omissions, attempts, or decisions to refrain from acting. This responsibility also applies to actions driven by foresight, causation, desire, or motivation. Thus, intention plays a crucial role in shaping the ethical significance of an action and assessing its moral value. The manner in which purpose/intention affects the ethics of an action is outlined below:

- For a human act to be morally good the agent or doer must have good intentions.
- The motive of an agent can change an act morally good by nature into a morally evil act.

- A good intention, no matter how good, does not make something essentially immoral into something morally good.
- An action that has a good object can become more or less good because of its purpose.
- An action which is inherently wrong may become a greater or lesser wrong depending on the purpose of the moral agent.

Circumstances of the Action: Every human action takes place within a specific context, and these circumstances can influence its moral significance. Circumstances add to the moral quality of an act by shaping its impact and ethical evaluation. Factors such as the timing, location, the person performing the act, and the manner in which it is carried out all contribute to determining whether an action is morally acceptable or not. While an act may be inherently good or bad, the surrounding circumstances can either enhance or diminish its ethical weight.

- **Self-Check Exercise 1**

Q1. Define ethics and morality. Brief about its dimensions.

20.4 Ethics in Public Life

Ethics is a branch of philosophy that focuses on systematizing, defending, and recommending principles of right and wrong behavior. Morality can be a body of standards or principles derived from a code of conduct from a particular philosophy, religion, or culture. It can also derive from a standard that a person believes in. Ethics refers to the principles and values that govern the behaviour of individuals and organizations. It is the branch of philosophy that deals with moral principles and values and how they should guide behaviour. Ethics is concerned with questions of right and wrong conduct, good and bad, and fairness and justice. It provides a framework for decision-making and guides individuals and organizations on how to act in certain situations. Ethics can be influenced by religious teachings, philosophical principles, cultural and societal norms, legal and regulatory frameworks, and professional codes of conduct. It can also change over time and vary across different contexts and cultures.

Morals, also known as moral values, refer to the personal beliefs and values that guide an individual's actions and moral behaviour. These beliefs and values are unique to each person, shaped by their experiences, upbringing, and personal perspectives. They can include principles such as honesty, compassion, fairness, and respect. Morals are the foundation of an individual's

personal code of conduct and shape their understanding of what is right and wrong, good and bad, and fair and unfair. Unlike ethics, which are often more formalized and universal, morals can vary widely among individuals and cultures. They are not always based on rational principles, but rather on an individual's personal beliefs and experiences. For example, one person may have a strong moral belief in nonviolence, while another may believe in the right to self-defence. These differing moral beliefs can lead to different actions and decisions even when faced with similar situations. Morals are self-enforced by individuals; they are not enforced by external institutions like laws or regulations, although they can be influenced by cultural, religious, or philosophical teachings. Furthermore, morals can change over time as an individual's beliefs and values evolve, and they can also be affected by new experiences and perspectives.

At its core, ethics is about considering the well-being of others beyond our own desires and self-interest. It involves concern for other individuals, society as a whole, spiritual or religious principles, and broader notions of ultimate good. Ethical thinking requires looking beyond personal gain and acknowledging the impact of our actions on others. However, a challenge in ethics arises when moral principles are weaponized. When a group deems a particular action as wrong, they may use morality as a justification to condemn or attack those who engage in it. This can lead to the dehumanization of those perceived as immoral, making them seem less deserving of respect or dignity. In extreme cases, this has resulted in serious harm and tragic consequences, highlighting the need for ethical discourse to be guided by compassion, open-mindedness, and respect for differing perspectives.

Ethics extends beyond evaluating the morality of specific actions; it also encompasses the goodness of individuals and the essence of living a meaningful life. Virtue Ethics, in particular, focuses on the moral character of human beings. However, contemporary philosophers have grown increasingly uncertain about the possibility of developing a comprehensive and satisfactory theory of ethics—one that can definitively lead to clear conclusions. Modern thought often suggests that ethics does not necessarily guide people to conclusions but rather to decisions. From this perspective, the primary role of ethics is to clarify what is at stake in specific ethical dilemmas. Philosophy can assist in identifying the range of ethical approaches, discussions, and value systems that may be relevant to a particular issue. Yet, once these aspects have been clarified, individuals must make their own personal decisions about how to act and then take responsibility for the consequences that follow. In this way, ethics serves as a tool for reflection and deliberation, empowering

individuals to navigate complex moral landscapes while acknowledging the inherent subjectivity of ethical decision-making.

Relationship management has become the focus of research in recent years. While some scholars conceive of relationships as subjective realities, others view them as objective. Still others see relationships as a combination of subjective perceptions and objective qualities of relationships independent of participants. It has been pointed out that relationships should be a multidimensional notion. Further, six dimensions of relationship state have been proposed by some: reciprocity, trust, mutual legitimacy, openness, mutual satisfaction, and mutual understanding. Others have presented five dimensions: trust, openness, involvement, investment, and commitment. However, at least four dimensions have been widely supported: trust, commitment, satisfaction, and control mutuality.

Professional ethics is mostly played out in the daily interactions that one has with other people. What matters most to people is the honesty of the person standing right in front of them; rather than that of Satyam Computers or Enron. How you treat the people during your regular workday sets the stage for whether or not you will crash when the inevitable personal ethical crisis comes. Your core values must match what you say to others. Here, we're not just talking about the ethical no-brainers such as lying to co-workers or stealing company funds. We're talking about whether your everyday treatment of people, from poorest person to the richest reflects the ethical values that you hold dear. In a nutshell, do you treat people right? Why don't you sexually harass your co-worker? Because you respect him or her as a person and it would be unthinkable to drag that person through the pain and torment that harassment brings. What's stopping you from taking credit for someone else's work? Because you would not want the same thing to happen to you. Why don't you take advantage of a customer's ignorance to cash in on a sale? It's because you understand that this destroys relationships and trust, which is what true success in business is built upon.

The distinction between private and public ethics is dubious because, in public and private lives, a person lives by the same ethical values in general. Moreover, no sharp line can be drawn between where private life starts, and public life ends for a Civil Servant. The very philosophy of Civil Service says that when a person becomes Civil Servant, he loses his individuality and becomes part of larger order. Furthermore, one cannot expect someone who lacks moral character in public life to be ethical in their private life and vice versa. How a civil servant treats women in his family is reflected in how he handles female co-workers. There should be

no conflict between personal and professional ethics as it may lead to frustration, guilt, confusion & dissonance in the mind of some persons. But at the same time, Ethics in public life places a greater responsibility & a person cannot always follow his personal ethics. For example, personally, one may feel abortion is morally wrong, but as a doctor, he needs to do an abortion according to professional ethics. When performing a role in public, one must separate his personal life and strictly follow a professional code of conduct. A person's private life can act as a motivating factor but many times can be depressing. The environment from which a person comes to the office daily certainly influences his behaviour for the rest of the day. His personal affiliations, the ideology of his family and his convictions can stop him from taking rational decisions. Ethics in Private Relationships: It refers to the ethical principles that a person adheres to when dealing with other people and situations in daily life. It primarily involves relations with family & friends. They are informal in nature since they are built on emotional ties rather than any formal procedures that govern them.

- **Self-Check Exercise 2**

Q1. Explain the difference between ethics in public and private life.

20.5 Civil Service Values

Professional ethics of a public administrator encompass standards of behaviour and conduct that are crucial for performance of his/her public duties. These include ideas and actions to make things right and a behaviour that reflects a sense of public administration. The object of ethics in public administration is to instil a sense of professional morality in the administrator to perform his duty in a manner that conforms to the highest ethical standards. Ethics and values are often used interchangeably, particularly in discussions about combating corruption and poor governance, but this conflation can be misleading. While both concepts guide human behaviour, they serve distinct roles. Values are deeply held beliefs that shape an individual's or society's worldview, whereas ethics refers to the principles and standards that govern right and wrong conduct. For example, Canada established an Office for Public Service Values and Ethics, recognizing this distinction in governance. Similarly, in India, a clear differentiation between ethics and values is essential to ensure a more structured and effective approach to public administration, fostering integrity while respecting diverse moral and cultural perspectives.

Values, on their own, do not have the power to drive actions; it is the application of ethical principles to these values that shapes behaviour. For instance, while government officials may value honesty, it is their actions that determine whether this principle is truly upheld in practice. Ethics, therefore, serve as the framework that translates values into real-world conduct. Values influence all aspects of ethical decision-making, judgment, choices, and actions. However, labelling values as inherently "positive" or "negative" is misleading, as their impact depends on how they are applied. For example, confidentiality can be seen as a positive value when protecting national security, yet it may be viewed negatively when it limits transparency. In public service, ethical governance rooted in the right values fosters public trust and confidence. Conversely, the misapplication of values or the promotion of inappropriate ones can erode trust, weakening the fundamental pillars of democratic administration. Several core values are important in public service and public administration, including:

- **Service to the public:** Public servants are committed to serving the needs and interests of the public. This involves providing high-quality services that meet the needs of the people and working to improve the lives of citizens.
- **Integrity:** Public servants must be honest, transparent, and accountable in their actions and decision-making. This means acting with integrity, honesty, and fairness in all aspects of their work.
- **Impartiality:** Public servants must be impartial and objective in their decision-making, free from personal or political bias. This means treating all citizens equally and impartially, regardless of their characteristics or beliefs.
- **Professionalism:** Public servants must be competent, skilled, and dedicated to their work. This involves upholding professional standards and being committed to continuous learning and development.
- **Respect for diversity:** Public servants must respect and value the diversity of the communities they serve. This includes valuing diversity in terms of race, ethnicity, gender, sexual orientation, religion, and other personal characteristics.
- **Responsibility:** Public servants must be responsible and accountable for their actions and decisions. This means taking ownership of their work and being accountable to the public for their actions.

- **Transparency:** Public servants must be open and transparent in their actions and decision-making processes. This involves making information about government policies, programs, and decisions available to the public.

Civil service neutrality is a fundamental principle in public administration, especially in a diverse and democratic country like India. It signifies the impartiality and non-partisanship of civil servants, ensuring they perform their duties with objectivity, fairness, and independence, regardless of their personal beliefs or political affiliations. As the backbone of public administration, civil servants are responsible for implementing government policies and delivering essential public services. Their neutrality is crucial in maintaining public trust, as it guarantees that decisions and actions are based on merit, law, and the greater good of society, rather than personal biases or external influences. Upholding this principle strengthens democratic governance and ensures effective and equitable service delivery to all citizens.

Impartiality implies that decisions should be made without regard to bias, prejudice, or an unfair favour for one individual, group, or organization over another. Impartiality implies that a bureaucrat's behaviour and treatment towards any person or organization must solely be based on merit. Absolute impartiality is required to make decisions that are fair, just, equitable, effective, and efficient and leads to inclusive growth. A public servant who possesses this value will not face controversy during his or her tenure in office. The work's objectivity will keep problems out of the public eye. For instance, it will cause a stir if a public official approves the organizing of a rally for one political party but not for another. It is possible to prevent this by being impartial. It will help in maintaining harmony between social groups. Tension between groups can occur when there are several difficulties between them, especially in multi-religious and multicultural societies like India. To ensure peace, the officials must carry out their duties while keeping a safe distance from both groups.

Civil Service Anonymity refers to the principle that a civil servant should perform their functions behind the curtains, away from the public view and as political masters are directly responsible to the people, all the credit for success and blame for failure of any action of the government should be awarded to the political masters as against civil servant. Anonymity has been a hallmark of Westminster bureaucracies, including in India. Public service anonymity is the convention that ministers answer to Parliament and to the public for government actions without naming the public servants who provided advice or who carried out the administrative

action. In a world where public governance has become the norm, remaining habitually anonymous is counterproductive.

- **Self-Check Exercise 3**

Q1. Elaborate some of the core civil services values.

20.6 Law, Rule, Regulations and Conscience

Laws are only rules in a legal form. For lack of a better term, the definition of law is a rule that has been legally made to apply to every member of society. A law is a sentence that has been enacted by a legislature in a democratic system. A law can be considered to be much more formal than a regulation. A higher level of government, typically the police and prosecutor's office, sets the laws. Laws are codified in a certain manner so that they can be applied as necessary. Voting is one of the stages that laws must go through before becoming enacted.

Governments make and enforce laws based on society's values to regulate our interactions with one another. Governments enact laws to safeguard the people who live within their borders. The three primary governmental entities tasked with making laws are the legislature, the judiciary, and public authorities. The concept of law as applied to ethics differs from that of law as applied to other subjects such as physics. Law has a moral connotation in ethics. Law, according to St. Thomas Aquinas, is defined as "An ordinance of reason for the common good, promulgated by the community's caretaker". As a result, law establishes a course of action that must be followed. The legislator, according to St. Thomas Aquinas, must act reasonably when devising a course of action. The legislator's orders must be good, feasible, and equitable.

Similar to conventions, rules are norms of conduct that are created for certain situations. They are essential since there is typically a consequence associated with them. Both businesses and individuals create rules. Rules are more lenient and have fewer repercussions. Rules are strategies that are offered to maintain an organization's efficient operation as well as peace and harmony among its members. Rules are individualized, and they are frequently adjusted as the circumstances in the home change. People can learn how to get ready for society by following the rules. Fundamentally, rules are judicial legal conclusions, much like the decisions a judge makes in a case. It is the rule of law or rules of law established in a legal dispute. Rules are a less formal set of guidelines that, depending on who is enforcing them, may have few or no repercussions. The person who makes the rules also applies them. The key distinction between

laws and rules is the penalties for breaching them. The law is more potent than a rule, even though both are intended to promote a sense of order, fair play, and safety. Laws resemble the formalized version of rules. Laws are codified in certain ways to allow for flexible interpretation. Rules can be bent. To be effective, laws must be passed after following the correct procedures. Rules are only established and changed as necessary. Society must establish specific rules and laws that aid in regulating its efficient operation. Everyone will be treated equally thanks to the laws and regulations that have been put in place. No matter their social standing or position, all people are required to abide by a set of regulations, and if they do breach any of those norms, they must face the repercussions. The laws and regulations kept society working smoothly and effectively.

A regulation is a set of legal requirements intended to reshape behaviour that results from flaws. A regulation can be used to encourage or forbid behaviour, to create uniform incentives, or to alter preferences. A written document with rules with laws on it and a procedure for monitoring and enforcing laws are the two components that make up regulations. The goal of regulation is to solve a situation by establishing it or changing it according to a set of laws or ideas. A regulation is a legal standard that has intention to shape conduct that is a by-product of imperfection. A regulation can be used to recommend or prohibit certain behaviors, standardize incentives, or influence preferences. It consists of two key elements: a process for monitoring and enforcing legislation and a written instrument containing legally binding rules. The essence of regulation lies in establishing, adjusting, or structuring actions according to rules, methods, or governing ideologies. Typically, regulations are formulated by the executive branch through various departments, such as state, agriculture, and treasury. Regulations are similar to rules in that they provide more specificity to a particular law passed by a legislative body. Regulation serves to create, limit, or constrain rights, establish or restrict duties, and allocate responsibilities. It can take various forms, including legal restrictions imposed by government authorities and contractual obligations binding multiple parties. Generally, regulations are set by the executive branch to ensure the smooth implementation of laws. While laws provide a broad framework for addressing a subject, regulations offer a detailed and structured mechanism to facilitate their effective enforcement.

Conscience is a capacity, intuition or decision that helps to distinguish right from wrong. In psychological terms, conscience is defined as leading to feelings of remorse when a human commits actions that go against his moral values and feelings of pleasure and well-being when our actions, thoughts and words are in conformity to value systems of people. Conscience is a

quality, instinct, or choice that aids in separating right from wrong. When a person acts in a way that violates their moral principles, the conscience causes feelings of regret. Conversely, when our actions, thoughts, and words are in line with other people's value systems, the conscience causes feelings of pleasure and well-being. The "voice inside" and the "inner light" are two frequent metaphors for conscience. It denotes both awareness of one's conduct and a person's moral sense of right and evil. Conscience is frequently used in connection with phrases like "gut feeling" and "guilt." In this view, conscience is something that can be impacted by the indoctrination of one's family, socioeconomic status, religion, or culture rather than something that is fundamentally the result of a reasonable inference. Throughout much of the history of philosophy, there has been debate about the extent to which conscience influences moral judgment before an action and whether such moral judgments should or should not be rooted in reason. Conscience can act as a source of ethical guidance for bureaucrats, politicians, and citizens in a democratic system. The innate intuitive ability to distinguish between right and wrong is known as conscience. The "Inner Voice" is crucial, especially in democracies when there are many participants, including citizens, NGOs, and corporations, who are all managed by politicians who are chosen by them alone. However, everyone has a conscience that helps them make crucial decisions on a personal basis. As a result, it can be a powerful tool for preventing individual self-centred thinking.

- **Self-Check Exercise 4**

Q1. Define law, rules and regulations.

20.7 Code of Ethics and Code of Conduct

To fully grasp the principles of the Code of Conduct and the Code of Ethics, it is essential to examine the ongoing discourse surrounding ethics. Ethics cannot be confined to a single definition or perspective. Understanding these codes requires an exploration of ethical and moral principles, branches of ethics, and their impact on society, governance, and particularly public relations administrators. Conduct laws distinguish between acceptable and unacceptable actions. Both the Code of Ethics and the Code of Conduct serve to promote desirable behaviour among employees. While the Code of Ethics establishes fundamental standards and behavioural expectations without detailing specific actions, the Code of Conduct focuses on preventing misconduct such as conflicts of interest, self-dealing, bribery, and other unethical practices. Despite their differences, both frameworks aim to guide employees toward ethical behaviour in professional settings. Ethical guidelines aim to offer

direction on values and choices to influence decision-making. Conduct regulations define specific actions as either appropriate or inappropriate, ensuring ethical standards are upheld.

A code of ethics is primarily intended to provide direction for all decision-making and to establish a shared ethical foundation for all decisions. Additionally, it aids experts in understanding the steps that need to be taken by them. It is a set of rules intended to promote proper conduct among members of a certain group, association, or profession. The code is developed based on actions that the organizations want to prevent from occurring and happening rather than just based on the actions of past organizational and individual experiences. A Code of Conduct for Civil Servants is a set of guidelines that outline the expected behaviour, ethics, and standards for individuals in public service. Its primary aim is to uphold integrity, professionalism, and accountability among government officials who hold positions of public trust and responsibility. This code serves as a framework of rules and principles that civil servants must follow to ensure ethical and effective governance. The Civil Service Code specifies the Civil Service's underlying ideals as well as the standards of behaviour required of all public workers in preserving these values. The current set of ethical requirements in India are the Conduct Rules, which are included in the Central Services (Conduct) Rules, 1964, and comparable rules applying to members of the All India Services or workers of various State Governments. The conduct rules include broad criteria such as “maintaining integrity and absolute devotion to duty.”

- **Self-Check Exercise 5**

Q1. Differentiate between Code of Ethics and Code of Conduct.

20.8 Summary

Ethical values in politics play a crucial role in shaping public discourse. While expecting absolute perfection in politics may be unrealistic in an ethically imperfect environment, the standards upheld in political spheres significantly influence governance. Ethics is fundamentally tied to responsibility and accountability. In a democracy, public officeholders are ultimately answerable to the people. Ethical principles serve as the foundation for laws and regulations, as our legal system is built upon a collective understanding of justice and fairness. The relationship between public officials and citizens is based on trusteeship, meaning that the power entrusted to officials must be exercised in a manner that prioritizes the public's best interests.

20.9 Glossary

Aptitude: Aptitude is a natural ability or innate potential to learn or acquire a skill

Confidentiality: the state of keeping or being kept secret or private.

Ethics: Ethics is a set of standards that society places on itself and which helps guide behaviours, choices and actions

Honesty: Quality of being free of deceit; truthful and sincere.

Morals: These are the learned values of an individual under the influence of society and surroundings

20.10 Answers to Self-Check Exercises

Self-Check Exercise 1: Ans 1. Refer 20.3

Self-Check Exercise 2: Ans 1. Refer 20.4

Self-Check Exercise 3: Ans 1. Refer 20.5

Self-Check Exercise 4: Ans 1. Refer 20.6

Self-Check Exercise 5: Ans 1. Refer 20.7

20.11 References/Suggested Readings

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20.12 Terminal Questions

1. What is Ethics and define its various dimensions.
2. What are the core civil services values?