

**BLOCK III:
GLOBALIZATION AND PUBLIC
ADMINISTRATION**

- Unit 1 : Challenges faced by Public Administration due to Globalization**
- Unit 2 : Good Governance**
- Unit 3 : E-Governance and ICT**
- Unit 4 : Public Private Interface**
- Unit 5 : Citizens' Charter**

UNIT-1

CHALLENGES FACED BY PUBLIC ADMINISTRATION DUE TO GLOBALIZATION

Unit Structure:

- 1.1 Introduction
- 1.2 Objectives
- 1.3 Meaning of Globalization
- 1.4 Impact of Globalization on Public Administration
 - 1.4.1 Change in the Basic Nature and Functioning of Public Administration
 - 1.4.2 Public Service Reform
 - 1.4.3 Reinventing government- the New Public Management Initiative
 - 1.4.4 Entrepreneurial Government
 - 1.4.5 Changing Role of Bureaucracy
 - 1.4.6 Good Governance
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 - 1.4.8 Empowering Citizens
 - 1.4.9 Public private Exchange and Interaction
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- 1.5 Summing Up
- 1.6 References and Suggested Readings

1.1 Introduction

Globalization is a multidimensional concept. It has brought changes in every aspect of society. Public administration is also getting challenges from globalization. In this chapter an attempt has been made to analyze the challenges that public administration has confronted owing to globalization. Along with it the new trends that have emerged within public administration owing to globalization have also been analyzed.

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1.2 Objectives:

After reading, this unit you will be able to:

- *understand* the concept of globalization
- *understand* the impact of globalization on public administration

1.3 Meaning of Globalisation

Globalization is now a widely used term. There is actually no accepted definition of globalization. It is a multidimensional concept that has economic, social, political and cultural aspects. The UN is of the view that ‘globalization is an increased and intensified flow among the countries. These flows are of goods, services, capital, ideas information and people, which produce national cross boarder integration of a number of economic, social and cultural activities.’ This definition refers to a situation where the role of the state has come under scrutiny. The sovereignty of state has also attained some new characters. Increasing role of multinational corporations, international organizations and non-governmental organizations have reduced the role of sovereign states in global forums. The state’s claim to extensive control of its territory has also been reduced by international markets and information technology. Accordingly, globalization has left tremendous impact on the nature and working of public administration in almost all the countries of the world. The Organization for Economic Cooperation and Development (OECD) has defined globalization as a shift from a world of distinct national economies to a global economy in which production is internationalized and financial capital flows freely and instantly among countries.

There is a mixed response towards the impact of globalization on different countries. The proponents consider the developments caused by globalization including expansion of trade, production, markets, investment and technology as giving a push to the economies. This is said to result in employment opportunities better living standards and prosperity collaborative arrangements networking and so on. The opponents point out its negative repercussions as high levels of poverty, job lay-offs, lack of employment for unskilled labour, increased economic inequality, subsidy cuts and environmental problems especially in developing countries. Hence lots of

opposition have been seen against globalization across the world. Again globalization is giving rise to new societal expectations, changing value system, altering the nature, structure and governing systems. This is putting tremendous pressure on public administration to respond to the widely fluctuating shifts. It has also brought changes to the nature and working of nation states. Information technology has changed the working of administration to a great extent. There is a wide-spread acceptance of the significant role being assigned to the corporate sector because of the removal of trade barriers. The managerial orientation in governmental operations and a change in the role of the state from being a direct provider to regulator as well as the provision of an enabling environment to private sector are also assuming importance. Globalization has affected public administration owing to the impact of pressure generated on it by global institutions, information technology and increasing concern for efficiency and productivity. The pressures exerted by global institutions are immense. These are defined as the pressure exerted by a formalized institution with a global jurisdiction that has authority and power over individual countries in a given policy area. The financial aid relation conditions given by global institutions have wider repercussions as they increase the developing country's financial, military and political dependencies on the West. It has been seen that in many developing countries people especially have been devoid of any choice of determining their own priorities and policy preferences. Structural adjustment and stabilization of policies persuade by several developing countries have been considered as a negation of local democracy.

Globalization has introduced Structural Adjustment Program through which government controls have been removed over the flow of goods, services, capital, technology and investments. As a result, government interference in the economic activities has been reducing. The public choice theory has been emerging as most suitable against the classical and bureaucratic theories as up to some extent now people are free to choose the alternatives to get the services either from public sector or from private sector. The public private collaboration is proving today more beneficial in many sectors. Many functions of public sector are being contracted out and privatized to provide easy and quick services to common people. Many

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functions of the bureaucracy are being performed by the private and non-governmental organizations and government is concentrating on developmental functions for the underprivileged.

The seminal features of globalization are:

- Removal of trade barriers to facilitate free flow of goods all over the world.
- Generating environment and adopting principles that conduce to the free flow of capital among nation states.
- Facilitating the free flow of technology
- Providing opportunities for the free and unfettered movement of labour among various nations.
- Privatization of services

Stop to Consider:

‘Globalization is an increased and intensified flow between countries. These flows are of goods, services, capital, ideas information and people, which produce national cross boarder integration of a number of economic, social and cultural activities.’(UN).It is a multidimensional concept having social economic, political and cultural aspects although globalization is analyzed mainly as an economic process. Some important features of Globalization are- privatization of services, Removal of trade barriers to facilitate free flow of goods all over world, Generating environment and adopting principles that conduces to the free flow of capital among nation states, facilitating the free flow of technology, providing opportunities for the free and unfettered movement of labour among various nations.

1.4 Impact of globalization on Public Administration

Globalization has brought unprecedented expansion of trade, finance and investment accompanied by unparalleled technological innovations and high levels of consumer demands and expectations. Globalization has resulted in transition from centrally planned to market structures and their integration

with the global economy. This has some impact on administrative framework and the functioning of state machinery. Nature and process of public administration have been severely affected by the changing perceptions of the role of the state, managerial orientation in governance, market driven approach to development and increasing advocacy of the complementary roles of government, market and civil society.

According to Jamil Jreisat, Public administration is facing the following new challenges due to globalization-

- A growing need for negotiation skills among sovereign states
- Changed role of bureaucracy from managing to facilitating economic activities
- An organizational, managerial culture which stresses performance and result oriented management
- Focus on managerial leadership and expertise which has been necessitated by the demands of negotiations, mediation and sensitivity to human rights and diversity
- Emergence of E governance where all countries have been executing major initiatives to tap the vast potential of the internet for improving and perfecting the governing process.
- Need for a comparative perspective wherein, in response to the new global reality public administration must effectively utilize a comparative outlook that incorporates non-western as well as more developed systems.

Regarding the impact of globalization on public administration there exists two views-first, 'an effective state is vital for the provision of goods and services; and the rules and institutions that allow markets to flourish and people to lead healthier, happier lives' (world bank, 1997) second, within the framework of the state, public administration will continue to exist although in a different form. Over the last few decades it has been observed that three major factors have started influencing public administration. These are Information technology, global institutions and efficiency and productivity. Information technology enables public administration to work efficiently and effectively by enhancing its capacity to reorganize and restructure by effecting

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speed and direction of information flow. Pressure of global institutions means impact of these formalized and powerful bodies on policies undertaken by individual countries. It is known to all of us that now a days, countries especially the developing countries while taking monetary aids and loan from institutions like IMF and World Bank have to follow structural adjustment programme while taking decisions of their governance issues. They have to strictly follow the guidelines issued by these institutions in their policy making process. This implies direct pressure of global institutions over the administration. Efficiency and productivity are two areas of governance all over the world that has experienced considerable changes due to constant pressure of globalization. Public sector organizations are under constant pressure to enhance their productivity by increasing efficiency. The public bureaucracies are trying to facilitate better delivery of services. The United Nations believes that ‘globalization has led to the development of new roles relationships and partnership among government, citizens and business and has increased the influence of the public on governance policies and institutions.’ This is true to a great extent. There is an emerging consensus that though the state is still central in many countries of the world in promoting economic and social development , it must not continue to play the role of a universal provider. Rather it should assume a new role of a partner, catalyst and facilitator. This has happened due to failure of many states towards providing services to its citizen. There are two general suggestions for the state in this regard. One is that state’s role should match to its capacity and the other is that state’s capacity should get raised by reinventing the public institutions. This discussion clearly reveals that the state is not in a position to perform according to expectation. Markets, governments and third sector organization such as non-governmental organizations and community based organizations must come forward to share the responsibility of the state in order to provide services to the citizen. The main job of the state will be to ensure that benefits of the services or policy outcomes reach to the poor and helps in reducing poverty and inequality in society so that the outcomes or growth can be shared by all strata of population.

1.4.1 Change in the Basic Nature and Functioning of Public

Administration:

Globalization is challenging the very basis and traditional method of working and traditions of public administration. Administrative secrecy, bureaucratization etc. have come under serious scrutiny. Keeping citizens in dark about administrative activities and policies is no longer accepted. Rather demands for adopting measures have been raised to make or keep the governance system transparent. Accordingly, measures like right to information have been adopted to make the citizen's involvement in administration a reality. It in the true sense has helped the citizen to enter in the governance process of their country. India adopted the Right to information Act in 2005 to give the citizen the right to have required information about the governance process. Again poor service delivery is no longer accepted by the citizens from the public sectors. Hence efforts have been made to make the governance effective and efficient. Use of ICT in administration refers to one such measure accepted by various governments to increase efficiency in governance. Along with these, privatization, deregulation, de-bureaucratization and decentralization have also been adopted in public administration of most of the countries of the world.

1.4.2 Public Service Reform:

Globalization along with its related activities has put a challenge for public services. In other words adoption of free market system and neo liberalization policy has compelled public service reform in most of the countries. New economic policy, structural adjustment programme, liberalization, deregularization etc. has brought changes in the way of governance. All these have brought an idea that the private is better than the public services. The consequences of free market reforms on government and governmental business are generally described as the new way of governance, government by the market, reinventing government, new public management, hollowing out of state and so on.

1.4.3 Reinventing government—the New Public Management Initiative:

Globalization has led to the reinventing of government or reshaping of government to adopt the changes that have come due to globalization. New public management has played an important role in reshaping the governments and governance process in countries like USA, England, and Australia etc. The policies of both developed and developing countries have been under the influence of NPM. Privatization, de-regularization, decentralization, debureaucratization etc. are some of the impacts of globalization on the working of governance or public administration. NPM is a style of management which aims at cutting cost, reducing public expenditure and a style of management which emphasizes on output and providing monetary incentives to increased performance and empowering managers. NPM has had the most significant impact on reshaping the public administration to cope with the challenges of globalization. The major aspects of NPM are-

- Large scale use of market like mechanisms for those parts of public sector that could not be transferred directly into private ownership.
- Intensive Decentralization
- Emphasizing on need to improve service quality
- Emphasizing on the wishes and needs of people.
- Focusing on achieving results rather than primarily conforming to processes.
- Introducing market principles such as competition and contracting out in the provision of goods and services.
- Deregulation of government activities.
- Changing the overall public administrative culture towards flexibility, innovation, entrepreneurialism as opposed to rule bound, process orientation.
- Relying on third parties such as nonprofit organizations and other levels of government in implementation of policies.
- Assigning the role of steering activities to the government rather than rowing.

- Making public administration customer driven to enhance service ethic and efficiency

The NPM Approach brought again the managerial orientation in public administration. It was there in the earlier stage also as the Scientific management theory of F. W. Taylor emphasized on formal structure, science of management for bringing efficiency in administration. But with globalization NPM has brought a new wave in the approach of managerialism.

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Stop to Consider

New Public Management (NPM): NPM represents the second reinvention in public administration that happened in 1990s. The first was the new public administration in late 1960s. The term was coined by Christopher Hood in 1991. Pollit called it 'Managerialism', Osborn and Gaebler called it as 'Entrepreneurial Government' and Lan and Rosenbloom called it 'market based public administration'. It brings together two concepts-public administration and business management. It aims at 3Es- economy, efficiency and effectiveness.

1.4.4 Entrepreneurial Government:

Entrepreneurial Government is the answer to the present administrative malaise. Efficiency and productivity the hallmark of Entrepreneurial Government are the two areas where considerable changes have resulted because of constant pressure of globalization. Public sector organizations are now under constant pressure to enhance their productivity by increasing efficiency. Along with this, the public bureaucracies are trying to facilitate better delivery of services.

1.4.5 Changing role of Bureaucracy:

Globalization has brought severe challenges to the traditional role and importance of bureaucracy. Earlier when the state had a key role in governance and the state used to be welfare one bureaucracy had a vast and strong role in governance. The process of economic liberalization in its basic conceptual formulation seeks a reduced governmental intervention in

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the economic sector which automatically leads to a reduced role for the bureaucracy in the process of development. In the new economic order the bureaucracy has to adopt a new function and role as helper, accelerator and booster.

1.4.6 Good Governance:

Governance deals with the capacity of government to design formulate and implement policies and in general to discharge their functions. Good governance is more than a mere word that implies efficient public administration. It is the process of building and enduring bridges between the state and the society at large through effective and people oriented mechanisms of administration. The idea of good governance is of recent origin. Indeed it emerged in 1980s. World Bank played a very important role in bringing the idea of good governance in forefront. In a document on Sub Saharan Africa World Bank identified four dimensions of administration. These are public sector management, accountability, legal framework for development and information and transparency. Again, in a document entitled Governance and Development (1992) World Bank stated that, "governance is defined as the manner in which power is exercised in the management of a country's economic and social resources for development." From the ground experiences of many developing countries of the world, the world bank came to the conclusion that despite sound policy designs, programmes and projects have floundered due to institutional failures. The World Bank is of the view that the third world countries are very soft in policy implementation, so, there are large scale corruptions, lack of proper accounting of budgetary system and most importantly lack of people's participation in administration. Hence according to World Bank there was an urgent need of the reform of the traditional mode of administration. It identified good governance as a solution to the problems of the existing mode of administration and to bring development in the society. Thus the concept of good governance derives its relevance in the context of misgovernance. Misuse of power, fraud, misgovernance have become a common feature of most of the administration in the third world countries. The concept of good governance thus emerged as a remedy to these problems

of Good governance. It is true that governance as a process denotes a value free dispensation but good governance contains some value assumptions. It is equivalent to purposive and development oriented administration which is committed to the improvement in quality of the life of people. It believes in high level of organizational effectiveness. In simple words it is participatory, accountable and responsive governance.

1.4.7 E governance:

E governance is the use of information and communication technology to the process of governance functioning to bring Simple, Moral, Accountable, Responsive and Transparent (SMART) governance. The speed and transparency associated with e-governance have the potential to make public administration responsive and efficient. No government can ignore the changes that are taking place in society or in the lives of the citizen whom they serve. The information and communication technology in the form of internet has basically changed the lives of the people since the last part of the twentieth century. Hence, since 1990s attempts have been made in almost all the countries of the world to reinvent the government. Accordingly various measures have been made. Information and communication technology and its increasing use in various fields have brought a new mission in administration. Indeed it can be said that information technology has brought a fundamental change in the way of providing service to the people by government. Good governance has become the aim of all governments across the world. And to achieve this aim of good governance one needs to go through New Public Management method. Hence governments have also started to adopt new public management approach. Along with de bureaucratization, decentralization of new public management emphasizes on the use of technology for delivery of public services. In this process of transforming or reinventing government and bringing good governance, E governance emerged as a way for government to utilize new technologies to provide citizens with more convenient access to information and services and to provide greater participation.

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1.4.8 Empowering Citizens:

Globalization has also witnessed the rise of grass roots people's active participation at the local level in areas such as women's empowerment, education for all, human rights including the rights of the poor, consumer rights, environmental protection and decentralization. Thus empowering citizens has been a key component of recent reform wave surrounding public administration.

1.4.9 Public Private Exchange and Interaction:

Globalization in many countries has made the public private sector exchange and interaction a familiar concept. Joint training programmes have enriched personnel development and enabled the strength of personnel in both sectors to respond to common challenges in such areas as project management and customer service.

1.4.10 Changing Role of the State:

Globalization has brought a tremendous challenge to the traditional role of state especially of welfare state. Welfare state is a state that bears high degree of responsibility for the welfare of the people. But the market based and managerial approach of public administration has brought into existence a new form of state that is competition state which encourages public choice initiatives, deregulation, privatization etc. This roll back of the state happened particularly in 11980s and 1990s in USA and England with Margaret Thatcher and Ronald Reagan when they formally adopted neoliberalism and related principles like liberalization, privatization and deregulation. The new political economy that developed after 1980s is based on market and not on state as the central actor. A new concept of government by market emerged that had the following characteristics-

- privatise public services
- Reform of government operations and functioning according to the market concepts such as competition and efficiency.
- Reduce Government's overburdening responsibilities.

Due to globalization the public sphere and the space for citizen's involvement have been shrinking and the corporate state is making presence felt. Thus the need of a new role for the state has emerged due to globalization where state has to be a regulatory one. It should be able to provide for mechanisms for ensuring efficiency, setting standards of service, provide appropriate regulatory framework for players in the market. Keeping in mind these changes Osborne and Gaebler in their work Reinventing Government have provided a new role for the government that includes-

- setting rules in market place
- facilitating the provision of information
- creating market institutions
- regulation through application of market oriented incentives.

1.4.11 State Market Cooperation:

Globalization has started building up cooperation between the state and the market. In this regard, three kinds of intervention have been observed- institutional, functional and strategic. Institutional interventions seek to govern the market by setting the rules of the game for players in the market. Functional intervention seeks to remedy market failures in so far as prices give the wrong signals. Strategic interventions seek to guide the market as these are interlinked across activities or sectors in an attempt to attain boarder, long term objective of development.

Some of the important features of public administration under globalization are mentioned below-

- Emphasis on public management through the market model of governance.
- Challenge to state centric governance. Increasing role has been seen of the civil society and market.
- application of public choice theory in public administration.
- public private partnership
- decentralization
- Emergence of market as the key determinant of public policy

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Stop to Consider

Impact of globalization on Public Administration or the challenges brought by globalization for Public Administration:-

- Change in the basic nature and functioning of public administration
- Public service reform
- Reinventing government- the New Public Management Initiative
- Entrepreneurial Government
- Changing role of Bureaucracy
- Good governance
- E governance
- Empowering Citizens
- Public private exchange and interaction
- Changing role of State
- State market cooperation

Public administration academics such as Ali Farazmand, Donald Kettl, Frederickson, Eric Welch and others have forwarded a critical analysis about the impact of globalization on public administration. Ali Farazmand not only discussed the nature and process of globalization but also examined the ethical issues related to impact of globalization on public administration such as unequal socio economic development. Indeed he in his famous paper 'Globalization and public administration' expressed serious concern about the future legitimacy of public administration in the face of increasing role of corporate sector. He also urged the public administrator to put emphasis on moral issues like deprivation of the poor, wage slavery, environmental destruction, global warming and inequity and injustice. Donald Kettle identified three kinds of problems of governance under the impact of globalization. These are-

- **The problem of Adaptation:** fitting the traditional system to new challenges of globalization
- **The problem of capacity:** enhancing the government's ability to govern and manage the activities in a transformed environment that has emerged due to globalization.

- **The problem of scale:** redefining the role of various governmental institutions working in different level of government.

Globalisation changed dramatically the priorities of public administration because of the modification and the extension of administrative actions both inside and outside the states. Even though the state bureaucracies stay fundamental their functions were considerably modified by the new made structures by the globalization extension. For understanding the impact of globalization on public administration generally we do not only need to look at what happens to the state bureaucracy, but we also need to look at many other levels including the trans states ones or international organizations or private administration. In the present administrative scenario public administration needs to accept the challenges that have come in its way due to globalization by redefining the respective spheres of state and on state actors, building mechanisms for better interaction and cooperation, framing laws and regulations that provide stability, confidence and enforcement, building a professionalized civil service that possesses competence, skills etc.

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SAQ:

Q. 1: What do you think are the various impacts of globalization on Public Administration. Explain. (100 words)

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Check Your Progress

1. What is Globalization? Discuss its features.
2. Discuss the challenges that globalization has brought towards public administration.
3. Analyze in simple words to what extent globalization has left impact on public administration.
4. Discuss how the role of state has changed due to Globalisation.
5. Mention some features of public administration under the wave of Globalization.

1.5 Summing Up

Public administration since its emergence has faced various challenges. The challenges that have come since 1980s due to globalization have to a great extent brought changes in the nature and working of public administration. But the fact is that it has not denied the importance of public administration. Public administration has also accepted the challenges by introducing and adopting new practices of working and has adjusted itself with the changing situation. New Public Management, E Governance, Good Governance etc. are the new trends in public administration that has come up as a result of the challenges faced by it.

1.6 References and Suggested Readings

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UNIT-2
GOOD GOVERNANCE

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Unit Structure:

2.1 Introduction

2.2 Objective

2.3 Governance- Meaning and Existing Definitions

2.4 Meaning and Evolution of Good Governance

2.5 Characteristics of Good Governance

2.5.1 Rule of Law

2.5.2 Participation

2.5.3 Transparency

2.5.4 Consensus Oriented

2.5.5 Efficiency

2.5.6 Equitable and Inclusive

2.5.7 Accountability

2.5.8 Responsiveness

2.6 Problems or obstacles of Good Governance

2.6.1 Lack of people's Participation

2.6.2 Corruption

2.6.3 Gender Disparity

2.6.4 Centralization of Administrative System

2.6.5 Criminalization of Politics

**2.6.6 Marginalization of Socially and Economically Backward
People**

2.7 Indicators of Good Governance

2.8 Initiatives for Good Governance in India

2.8.1 Right to Information

2.8.2 E- Governance

2.8.3 Legal Reform

2.8.4 Citizen's Charter

2.8.5 Decentralisation

2.9 Conceptual Problems or Limitations of Good Governance

2.10 Summing Up

2.11 References and Suggested Readings

2.1 Introduction

Good governance is a new entrant in the field of public administration. It has widened the nature and activities of governance. Indeed it can be said that public administration has been widened through the introduction of the concept of Good Governance. This chapter is an attempt to discuss the meaning, development and components and also the problems of this new entrant.

2.2 Objectives

After reading, this unit you will be able to:

- *understand* Governance
- *understand* Good Governance
- *understand* the reason behind evolution of Good Governance
- *understand* the basic characteristics of Good Governance
- *discuss* the problems of Good Governance
- *know* the indicators of Good Governance

2.3 Governance-Meaning and Existing Definitions

Governance is as old as human civilization. For instance, in India early discussions on governance go back to at least 400 BC to the Arthashastra of Kautilya where he presented key pillars of the art of governance emphasizing the importance of justice and ethics.

The concept of governance is not new as has been mentioned earlier. It is being used in a variety of ways covering institutions or organizations working in both public and private domains in the contemporary world. The term

‘Governance’ is wider in meaning than government. Government refers to the machinery and institutional arrangement of exercising the sovereign power for serving the interest of a community whereas governance is the process of decision making by which decisions are implemented for the benefit of the people. Hence an analysis on governance focuses on the formal and informal actors involved in decision making and implementing the decisions made and adopted.

Stop to Consider:

Government and Governance:

Government refers to the machinery and institutional arrangement of exercising the sovereign power for serving the interest of a community whereas **governance** is the process of decision making by which decisions are implemented for the benefit of the people.

According to United Nations, “Governance means the process of decision making and the process by which decisions are implemented. It is true that government is the main actor of governance but not the only one. It includes various other institutions such as political parties, NGOs, multinational corporations, media, leaders, lobbyists etc.”

According to UNDP, “Governance is the exercise of political economic and administrative authority to manage a nation’s affair. It is the complex of mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights and obligations and mediate their differences.”

For IMF Governance, “is the process by which public institutions conduct public affairs and manage public resources”.

According to OECD, “It is the use of political authority and exercise of control in a society in relation to the management of its resources for social and economic development which encompasses the role of public authorities in establishing the environment in which economic operators function and in determining the distribution of benefits as well as the nature of relationship between the ruler and the ruled.”

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According to the report of the commission on Global Governance entitled 'Our Global Neighborhood', "Governance is sum of the many ways individuals and institutions, public and private manage their common affairs. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action may be taken. It includes formal institutions and regimes empowered to enforce compliance, as well as informal arrangements that people and institutions either have agreed to or perceive to be in their interest."

It is true that there are differences regarding the meaning and definitions of governance, but most of these imply basically three common factors. They are-(i)the process or manner (through which) (ii) power(or authority) is exercised (iii) to manage the collective affairs of a community. Besides, there are some additional factors such as (IV) the core objectives met by effective governance (v) the principles, values or norms that should be upheld in the process of governing; and (VI) the specific institutions that well governed countries should have

Stop to Consider:

Key milestones in the world bank discourse on Governance

1989 Sub Saharan Africa: From crisis to growth- It identified crises in governance

1992 Governance and development- For sound development and strong economic policies good governance measures are required

1997 world development report: The state in a changing world- Emphasized on the role of state for ensuring economic and social development

1999 The comprehensive development framework- Emphasized on interdependence of institutions and the human physical and social and macroeconomic aspects of development.

2002 World Development Report- Building institutions for market identified how institutions can promote the private sector and gives policy guidance on how to build those.

2.4 Meaning and Evolution of Good Governance

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The idea of good governance was always there in the thinking of the thinkers like Hobbes, Locke, Rousseau, Marx, Gandhi etc. although they used it synonymously with the concept of state. As a separate concept of study or as a reform of traditional mode of governance, this idea is of recent origin. Indeed it emerged in 1980s. World Bank played a very important role in bringing the idea of good governance in forefront. In a document on Sub Saharan Africa, World Bank identified four dimensions of administration. These are public sector management, accountability, legal framework for development and information and transparency. Again in a document entitled Governance and Development (1992) World Bank stated that, "governance is defined as the manner in which power is exercised in the management of a country's economic and social resources for development." From the ground experiences of many developing countries of the world, the World Bank came to the conclusion that despite sound policy designs, programs and projects have floundered due to institutional failures. The world bank is of the view that the third world countries are very soft in policy implementation, there are large scale corruptions, lack of proper accounting of budgetary system and most importantly lack of people's participation in administration.. Hence according to the World Bank there was an urgent need of the reform of the traditional mode of administration. It identified good governance as a solution to the problems of the existing mode of administration and to bring development in the society. Thus the concept of good governance derives its relevance in the context of misgovernance. Misuse of power, fraud, misgovernance have become a common feature of most of the administration in the third world countries. The concept of good governance thus emerged as a remedy to these problems of Good governance. It is true that governance as a process denotes a value free dispensation but good governance contains some value assumptions. The idea of good governance has become popular gradually. It can be considered more pragmatic for meeting the public demands, promoting efficiency and development of a country.

Proponents of good governance see it not only as a reform of governance but also as an important measure for economic growth and development. It

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is known to all the poorly governed countries, corrupt bureaucrats and politicians create problem in the development of the society by misappropriating and misusing of powers and resources. Unaccountable bureaucrats and weak institutions cannot prepare and execute pro poor and pro growth policies. Keeping in mind these problems of traditional governance, Kofi Annan, the former secretary general of UN commented, “Good Governance is perhaps the single most important factor in eradicating poverty and promoting development.”

Definitions

Some popular and accepted definitions of good governance are mentioned below-

According to UN, “In the community of nations, governance is considered ‘good’ and ‘democratic’ to the degree in which a country’s institutions and processes are transparent. Its institutions refer to such bodies as parliament and its various ministries. Its processes include such key activities as elections and legal procedures, which must be seen to be free of corruption and accountable to the people. Good governance promotes equity, participation, pluralism, transparency, accountability and the rule of law in a manner that is effective, efficient and enduring. In translating these principles into practice, we see the holding of free fair and frequent elections, representative legislatures that make laws and provide oversight, and an independent judiciary to interpret those laws. The greatest threats to good governance come from corruption, violence and poverty, all of which undermine transparency, security, participation and fundamental freedoms.”

UNDP defines Good Governance, “as governing systems that are capable, responsive, inclusive and transparent.”

World Bank defines it “as the manner in which power is exercised in the management of a country’s economic and social resources for development.”

Like governance there is no specific definition of good governance. Flexibility of the concept sometimes becomes its advantage and at the same time it brings some problems also. At various times depending on the context it encompasses respect of human rights, multi actor partnership, effective participation, political pluralism, access to knowledge information and

education, political empowerment of people, sustainability, and attitudes and values that leads to development of responsibility, free from corruption etc.

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2.5 Characteristics of Good Governance

Good governance is a participatory, accountable, responsive, consensus oriented system of governance based on the framework of rule of law and emphasizes on bringing equity and efficiency. Analysis of the concept of good governance brings out the following characteristics of it:

2.5.1 Rule of law- Good governance should be based on a legal framework or rule of law. It requires fair legal frameworks which are enforced impartially. For this it needs an independent judiciary. It should be able to protect the human rights of the people.

2.5.2 Participation- There should be active participation of people in all aspects of administration. They should have access to all relevant administrative information for effective participation in decision making. In simple terms participation needs to be informed and organized. This participation should include both men and women and also the vulnerable section of the society. It can be either direct or through representatives. Participation also includes freedom of association and expression.

2.5.3 Transparency- It is transparent in nature. An organization is regarded transparent when citizen will have knowledge about the system of administration and will be aware about the happenings in administrative system. There will be no red-tapism and secrecy in administrative works and measures for people's participation will be made available. Transparency actually helps in preventing corruption in administration.

2.5.4 Consensus oriented- Good governance puts emphasis on developing consensus among different interests of various groups of society. Again it has to be inclusive so that all members of the society feel

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that they have a stake in administration and should not feel excluded from the governance of government. Hence emphasis should be given on the inclusion of poor and vulnerable groups of the society who are generally left behind.

2.5.5 Efficiency-Good governance lays emphasizes on bringing efficiency in administration and governance that may be through proper training of personnel or through introduction of modern and electronic equipment. The processes and institutions must produce results that meet the needs of the people. While speaking about efficiency in good governance it also includes sustainable use of natural resources and should contribute towards the protection of the environment. Again, the resources of the society should be used effectively for the maximum output.

2.5.6 Equitable and inclusive- Good governance tries to ensure equal opportunities to all the citizens without any discrimination based on caste, class, race and gender. It tries to improve the well-being of all, develop the qualities of all to the fullest extent, to realize the participation of all in governance and also to give dignified livelihood to all. In other words it tries or aspires to distribute the benefits of development and opportunities to all so that everyone in the society can have proper development and say in the decision making process. It wants everyone to enjoy his or her rights and services of the government. For bringing inclusiveness good governance tries to introduce policy reforms, e governance, affirmative action etc. so that the problems of participation of marginalized section of the society are removed.

2.5.7 Accountability-Accountability is another important characteristic of Good governance. It demands accountability on the part of the administrators towards its citizens for whose welfare the whole governance system is conducted. Equity-good governance emphasizes on bringing equity in society. It works to distribute and redistribute the services for the well-being of all without any discrimination. It also believes in giving equal

opportunity to all. Generally an organization is accountable to those who will be affected by its decisions or actions. Transparency and rule of law are the two prerequisite for bringing accountability in governance.

2.5.8 Responsiveness-Institutions and processes involved in the governance should be able to serve all the stakeholders within a reasonable period of time. The citizen should also be made aware about this time frame of the services to them so that they can demand it from the government to get the work done within the stipulated time. This kind of responsiveness can help the people in having or establishing trust over the government. Responsiveness also implies that the governance is citizen centric or the citizens are the central focus of all the government's efforts. Government should try to meet the emerging needs of the citizen and should be able to take necessary actions to mitigate those needs.

Good governance as discussed by World Bank, UNDP and such other agencies consists of two major dimensions-political and economic. The political dimension can be further broken down into four components-government legitimacy, government accountability, government competence and rule of law. The economic dimension also has four components-public sector management, organizational accountability, rule of law and transparency.

Stop to Consider

On the basis of the concept and characteristics of good governance three basic features can be identified-**First**, Good governance is predicated upon mutually supportive and cooperative relationships between government, civil society and the private sector. **Second**, Good governance is defined as possession of all or some combination of the elements-participation, transparency, accountability, rule of law etc. Along with these democratic practices, civil liberties and access to information are also added in it. **Third**, good governance is generally normative in nature.

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2.6 Problems or obstacles of Good Governance

As a concept and as a wider notion of governance, good governance is an ideal form of governance. But at the same time proper implementation of it confronts with some operational problems especially in developing countries. Because of these problems success of good governance has been questioned and suspected. Some of these problems are discussed below-

2.6.1 Lack of people's participation-Participation of people irrespective of any discrimination is a pillar of good governance. It may be direct or indirect. It needs to be informed and organized. Participation is good both for citizen and administration. On the one hand it helps to get public support for government's activities and on the other hand it educates the people about the activities and structures of government and also helps them in keeping influence over the decision making process. But in reality it has been observed that the required participation has not been realized for various reasons especially in the developing countries. Some important measures in this regard can be like-empowering local government by allowing them to take ownership of some projects, using NGOs for mobilizing project beneficiaries, encouraging the participation of project beneficiaries and affected groups etc.

2.6.2 Corruption-Corruption is the abuse of public power for private gain. It can have various forms such as bribery, misappropriation of public goods, nepotism etc. Corruption occurs in administration due to both human greed and procedural loopholes. Lack of proper system of punishment has made it a rampant problem in most of the developing countries of the world. Lack of ethical values in governance and administrators has made it a serious obstacle towards getting the people their due service from government. Transparency in governance is the prerequisite for preventing corruption in governance. Some important measures that have been adopted so far for bringing transparency includes Right to Information, Citizen's Charter, E governance etc.

2.6.3 Gender Disparity-Non representation of women in the decision making body of government is an important obstacle towards good governance since women comprise of almost 50% population of a nation. Hence in order to ensure good governance it is necessary to have equal representation of women in both process and institutions of governance.

2.6.4 Centralization of Administrative system-Over centralization of both planning and execution of government plans creates problems towards good governance. Since it requires participation of the people of all levels and sections and tries to bring efficiency in administration, hence decentralization of powers towards lower levels appears as necessary precondition for good governance.

2.6.5 Criminalization of Politics- The criminalization of politics and the unhealthy nexus between politicians and civil servants is giving negative inputs to public policy formulation and execution. Accordingly the citizens are getting deprived of their due services from government. This has emerged as a serious challenge towards good governance especially in developing countries.

2.6.6 Marginalization of socially and economically backward people- Since good governance aims to bring equity in society and since it tries to give maximum output to the society hence marginalization of socially and economically backward people of the society both from the point of decision making and planning emerge as a serious challenge towards the success of good governance. Due to their backwardness they cannot come forward to give their views on planning and decision making in governance. Accordingly their demands remain unrepresented.

SAQ:

Q.1: Do you think that corruption can act as an obstacle in the path of Good Governance? Explain. (80 words)

.....
.....

2.7 Indicators of Good Governance

According to L.N. Sarma and Susmita Sharma, the indicators of good governance can be identified with the ten indicators provided by famous ancient Indian thinker Kautilya in his book Arthashastra. These indicators are-

- i. King(government) must merge his individuality with duties.
- ii. Properly guided administrator
- iii. Avoiding extremes without missing the goals
- iv. Fixed salaries and allowances to the king and public servants
- v. To maintain law and order is the chief duty of king
- vi. Carrying out preventive punitive measures against corrupt officials
- vii. Disciplined life with code of conduct for king and ministers
- viii. Proper appointment of *Amatyas*
- ix. Evaluation of administrative qualities of both king and ministers
- x. Replacement of ministers by good ones by the king

Landman, et al, (2003) identified the following five types of measures of good governance-

- i. Civil and political liberties or political freedoms as proxy measures for the rule of law and governance
- ii. Frequency of political violence as an inverse measure of good governance
- iii. Experts assessment and opinion of good governance
- iv. Objective measures of good governance like the 'contract intensive money' indicator.
- v. Mixed measures that combine aggregate data, scales and expert opinion to generate six indices: voice and accountability, political instability and violence, government effectiveness, regulatory burden, the rule of law and graft.

World Bank identified some aspects of good governance. These are-

- A sound and effective administrative system
- Bureaucratic accountability

- Freedom of information
- A legal framework based on rule of law
- Political accountability

The United Nations Economic Commission for Africa did identify six components of good governance. These are-

- A political system that encourages broad input from all elements of civil society.
- Impartial and credible electoral administration and an informed and active citizenry.
- Strengthened public sector legislative and administrative institutions.
- Transparency predictability and accountability in political and regulatory decisions by government and public bodies.
- Effective public sector management, effective resource mobilization and efficient use of public resources.
- Adherence to rule of law to protect and promote civil liberties, gender equality, security and justice for all.

Along with all these (i)level of information publicly available regarding services, (ii)policies and planning arrangements,(iii) extent of access of the poor to the basic government services such as health, education, infrastructure, water at the local level, (iv)level of budget transparency, (v) extent to which local governments are responsive, (vi) extent to which grassroots democracy decree has been implemented, (vii) extent to which laws combating corruption are effective etc. can be accepted as measures and indicators of good governance.

2.8 Initiatives for Good Governance in India-

The concept of good governance may be a new one but the principles of good governance are not new to Indian society. In ancient times in India the king was bounded by the dharmawhich actually meant to ensure good governance to the people. The perceptions and principles brought forward by *Kautilya* in his *Arthasashtra* have universal appeal and applicability

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since it is based upon the fundamental principles of good governance such as accountability and justice. Indian constitution has also been framed for securing justice, liberty, equality and empowering weaker sections through special provisions. Over the years India has adopted some historic measures to make good governance a reality. Some of these efforts are-

2.8.1 Right to information- RTI Act 2005 of India has brought a significant change in Indian democracy by giving the citizen greater access to the information that increases responsiveness and accountability of administration. It has also promoted transparency and openness in governance.

2.8.2 E Governance- Introduction and use of ICT and e governance has brought another wave to the system of governance in India. It has turned the traditional mode of governance to a new structure which can be regarded as SMART administration. It has made the process of getting government services and information very easy for the citizen. Some of the programmes launched under e governance in India are-Digital India programme, On-line income tax return, Passport seva Kendra etc.

2.8.3 Legal Reforms- For bringing transparency in governance legal reform was mandatory in India. Hence, various legal reforms have been introduced in the last few years. The central government has scrapped a lot of obsolete rules and laws to bring about transparency in governance and also to bring efficiency in it. Accordingly police reforms have also been introduced. The Model police act 2015 is a proper example in this aspect. Reforms have been introduced in the FIR lodging process to simplify it. E FIR system has been introduced to lodge complaint against minor offences. Launch of common nationwide emergency number is another important reform in the field of legal reform.

2.8.4 Citizen's Charter- Citizen's Charter is a document prepared by the government to provide information to the people about the services provided such as procedures involved in the services, cost of the services, nature of the services etc. It also includes grievance redressal mechanisms regarding

the services so that people can ask to get their grievances redressed by using those measures. It is formulated by all those organizations that provide various services to the citizen. The concept of citizen's charter originated in Britain. It can be regarded as one of the most important measures for making the government accountable to the public.

2.8.5 Decentralization - In order to promote people's participation in governance attempts have been taken to strengthen the local self-government machinery. The 73rd and the 74th amendment to the constitution of India have made provisions for mandatory formation of panchayats and municipalities by giving them constitutional status and also have made provisions for reservation of seats for vulnerable sections of society like women and schedule tribes and schedule castes.

2.9 Conceptual Problems or Limitations of Good Governance

It is true that good governance has been identified as the ideal form of governance since 1980s. But at the same time it is also true that the concept itself has some problems apart from the difficulties associated with its implementation. Some conceptual difficulties with good governance are-

- i. Good governance is a poorly specified concept.
- ii. Good governance lacks differentiation. It is not distinguished from other such concepts as liberal democracy
- iii. As a concept good governance lacks coherence.
- iv. Lack of theoretical utility. It confuses rather than aids in the formulation of theory and related projects.

Scholars criticize the concept of good governance also on the ground that it tries to depoliticize government and bring in more technicism and expertise (for efficiency in governance) at the cost of citizen's age old and hard fought democratic right to govern politically.

Check Your Progress

1. What is Good governance? Discuss about the evolution of Good Governance.
2. What are the basic characteristics of good governance? Analyze.

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3. Write in brief the Problems or obstacles of Good Governance.
4. Make a critical study of the concept of Good governance.
5. Write briefly about the initiatives of good governance in India.
6. Mention the indicators of good governance.

2.10 Summing Up

Good governance refers to an ideal form of government. Every government now-a-days, tries to have the elements of good governance and only a few has achieved it partially. But it is true that to achieve sustainable human development efforts and actions must be adopted to achieve or establish this ideal form of governance.

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UNIT-3
E- GOVERNANCE AND ICT

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Unit Structure:

- 3.1 Introduction**
- 3.2 Objective**
- 3.3 Meaning of Information and Communication Technology (ICT)**
- 3.4 Role of ICT in Governance**
- 3.5 Meaning of E- Governance**
 - 3.5.1 Background of E-Governance**
 - 3.5.2 Definitions of E-Governance**
 - 3.5.3 Objectives of E-Governance**
- 3.6 Pillars of E-Governance**
- 3.7 Types or models of E-Governance**
 - 3.7.1 G2C (Government to Citizen)**
 - 3.7.2 G2G (Government to Government)**
 - 3.7.3 G2B (Government to Business)**
 - 3.7.4 G2E (Government to Employee)**
- 3.8 Importance of E-Governance**
- 3.9 Challenges to E-Governance**
- 3.10 E Governance as a Tool of Good Governance**
- 3.11 Summing Up**
- 3.12 References and Suggested Readings**

3.1 Introduction

It is known to all of us that information technology has brought a fundamental change in the lives of people. Governments are also getting affected by this kind of changes in the society and as a result since 1990s it has been seen that there are immense use of ICTs in government services. The IT revolution has thus touched and affected the administration of the countries. E Governance is the result of this influence of ICT over the governance. In this chapter an attempt has been made to discuss about ICTs, its impact on governance, E Governance, its background, models and significance. Along

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with these an attempt has been made to analyze E governance as a tool of good governance or how E governance helps in establishing good governance.

3.2 Objectives

After reading, this unit you will be able to:

- *have* the idea about ICT and its use in administration
- *know* the meaning of E Governance
- *know* the process of evolution of E governance
- *know* the models of E Governance
- *identify* the significance of E Governance
- *know* how E Governance helps in establishing Good Governance

3.3 Meaning of Information and Communication Technology (ICT)

Information is knowledge derived from data within a context. Communication on the other hand is the process of information generally via a common system of symbols. It may be intentional,unintentional,verbal, non-verbal etc.

Information and communication technology thus refers to the use of technology and technological measures in the transformation and communication of information. It deals with the use of ICT such as computers and computer software to convert, store, protect, process, transmit and retrieve information. Some of the important and useful technologies that are used for information and communication are radio,television, computer hardware and software, Satellite etc.

ICT or Information and communication technologies refers to several sets of technological tools that can help to provide right to information and service to the people by minimal cost, time and effort. Information and communication technologies include any kind of communication device encompassing radio, television, cellular phones, computer and network hardware and software satellite systems and so on. ESCAP defined ICT as “technological tools that people use to share, distribute,gather information,

and to communicate with one another, one by one, or in groups, through the use of computers and computer networks which had been interconnected.”

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3.4 Role of ICT in Governance

ICTs play the following roles in governance-

- Enhance the quality and delivery of public services
- Enhance the quality of citizen government interface
- Enable people’s participation in governance
- Provide greater access to information

ICT has been promoting good governance by increasing transparency, accountability, participation etc. which are the basic features and conditions for the success of good governance. Now-a-days, government sector along with private sector has to provide information related to their accomplishments, achievements, programmes and plans through their websites or such other e platforms to the citizen. And most importantly citizen can send their views, query and feedback easily from their own place or home by using ICTs.

In a nutshell, ICTs contribution in governance can be seen both in internal and external aspects-Internally it helps in avoidance of duplication, reduce transaction costs, simplifies bureaucratic procedures, greater efficiency, enhances transparency etc. and externally it helps in faster service delivery, greater participation, increases flexibility of service use, innovation and speed in service delivery.

Stop to Consider:

ICTs contribution in governance are seen both in internal and external aspects-Internally it helps in avoidance of duplication, reduce transaction costs, simplifies bureaucratic procedures, greater efficiency, enhances transparency etc. and externally it helps in faster service delivery, greater participation, increases flexibility of service use, innovation and speed in service delivery.

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It was in America that the exchange of information and data by connecting computers started in 1960. It first wanted to increase the computing capacity of computers but later instead of linking computers for combining their computing capacity the attention turned to get free access and exchange of data among computers anywhere in the network. Gradually more and more computers were linked to the network which ultimately got converted into internet. Internet is an amalgam of computer networks connecting diverse communities of government departments, other PSOs, universities, research institutions, commercial establishments and millions of individuals all over the world. In short it can be said as cloud of links and super links. In this development of internet United States of America appears as the main contributor. This connection or link became a global phenomenon in 1990s with the invention of World Wide Web in 1993.

3.5 Meaning of E-Governance

‘E’ in E governance means electronic and governance as we all know means the collective and planned effort for the wellbeing of the people. Thus, E governance refers to the application and use of information and communication technology for various activities of governance such as providing government services, exchange of information, transactions etc. It is also called SMART governance. By SMART governance it means Simple, Moral, Accountable, Responsive and Transparent governance. ‘Simple’ refers to simplification of rules and processes of government by using ICT, ‘Moral’ refers to application of new ethics and values in administration, ‘Accountable’ refers to performance measurement and feedback system, ‘Responsive’ refers to speedy service delivery and ‘Transparent’ refers to making the government’s information available for the citizen. Thus it contains all the attributes of good governance. E Governance has two connotations-e administration and e services. E administration refers to use of ICTs to modernize the state, creation of data repositories and computerization of records of various fields. E service refers to various online services. These two together constitute e governance. E governance uses it to improve the ability of the government to address the needs of society. It includes publishing of policy and programme related

information to contact with citizens. Also it goes beyond the provision of online services and covers the use of IT for planning and reaching the development goals of the government. Main Features of E-Governance are **de bureaucratization, e services, enhances right to expression of the citizen, reduce inequality** etc.

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Stop to Consider:

E governance refers to the application and use of information and communication technology for various activities of governance such as providing government services, exchange of information, transactions etc. E Governance has two connotations-e administration and e services.

Features of E-Governance: De-bureaucratization, E services, Enhances right to expression of the citizen, Reduce inequality

3.5.1 Background of E Governance:

No government can ignore the changes that are taking place in society or in the lives of the citizen whom they serve. The information and communication technology in the form of internet has basically changed the lives of the people since the last part of the twentieth century. Hence, since 1990s attempts have been made in almost all the countries of the world to reinvent the government. Accordingly various measures have been made. Information and communication technology and its increasing use in various fields have brought a new mission in administration. Indeed it can be said that information technology has brought a fundamental change in the way of providing service to the people by government. Good governance has become the aim of all governments across the world. And to achieve this aim of good governance one needs to go through New Public Management method. Hence governments have also started to adopt new public management approach. Along with de-bureaucratization, decentralization new public management emphasizes on the use of technology for delivery of public services. In this process of transforming or reinventing government and bringing good governance, E governance emerged as a way for government to utilize new technologies to provide citizens with more convenient access to information and services and to provide greater participation.

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If the **stages of evolution of e governance** are discussed separately then it is found that at the first stage **computerisation** or equipment of government offices with computers occurred. It was used for word and data processing. Then comes the stage of **networking** that did connect various units of government organizations for sharing of information and for flow of data among various Governments' units. Then come the **online presence** of information through webpage. Various governments' departments started to put their information regarding structure and function of the departments in their web page. Putting the information in WebPages automatically led to a situation of **online interaction** where it became easy for citizen, organizations to interact with the government through various means such as online submission of forms,online payment etc.

Stop to Consider:

Stages of E Governance-

Computerization or equipment of government with computers

Networking- connecting various government's units for flow of data

Online presence of information by putting department's structure, objectives and functions in the webpage for online presence

Online Interaction between government and citizen.

Stop to Consider

In India e-governance originated in 1970s. The establishment of the department of electronics in 1970 was the first major step towards e-governance in India. In 1976, National Information Centre was established. Various initiatives under digital India are My Gov, Digi Locker, National Scholarship portal, Common services center, SWAYAM ETC. In 2006 the National E Governance Plan was adopted to make all government services available to the citizens of India via electronic media.

3.5.2 Definitions of E Governance

There exist various definitions of e-governance. Some important among those are-

World Bank defines E-Governance as, “the use by government agencies of information technologies (such as wide area network, internet and mobile computing) that have the ability to transform relations with citizen business and other arms of government. These technologies can serve a variety of different ends: better delivery of government services to citizen improved interactions with business and industry, citizen empowerment through access to information, or more efficient government management. The resulting benefits can be less corruption, increased transparency, greater convenience, revenue growth and cost reductions.”

According to the **Council of Europe**, “E-governance is the use of electronic technologies in three areas of public action. These are-in relation to the public authorities and civil society, in the functioning of public authorities, in the provision of public services which are electronic.”

According to **European commission** the importance of ICTs lies less in the technology itself than in its ability to create greater access to information and communication. Recently it has been seen that many countries around the world have started activities for promotion of ICTs because of the fear that non-use and access of it will further increase the gap between the rich and poor nations. Internationally the United Nations has started promotion of ICTs for development as a means of bridging the digital divide

Distinction between traditional government and e governance-

It has been mentioned earlier that e-governance can be regarded as an alternative government. It is an alternative to the traditional mode of governance. It emerged as a result of some kind of reform in traditional administration since 1990s. Hence there exist some notable differences between the two. Some important among those are-

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Traditional administration	E Governance
Paper Files	Computer files
Delayed access (for bureaucratization, Red-tapism)	Instant and quick access
Keeps people away from administrative process and information	Empowers people through information
Needs long time for work	Time saving
Existence of large physical infrastructure	Cost effective delivery service
Status quo-oriented	Continuous improvement

Stop to Consider

E-government and E-Governance:

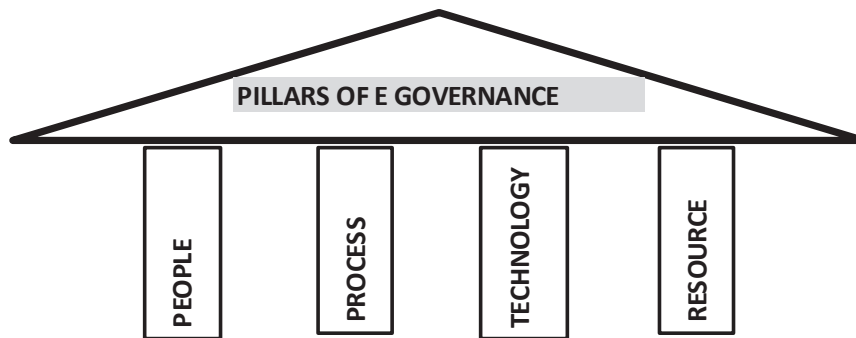
E-government and E governance are although used synonymously but there exists difference between the two. E government refers to modernization of process and service delivery system of government by the use of information and communication technology whereas e governance goes beyond service delivery and incorporate people in the process of decision making of the government. It is about use of ICT in governance process.

3.5.3 Objectives of E-Governance

E-governance emerged as an alternative government. Since it is also considered SMART governance hence it should go beyond traditional government in the process of service delivery. So the main objectives of e-governance include-

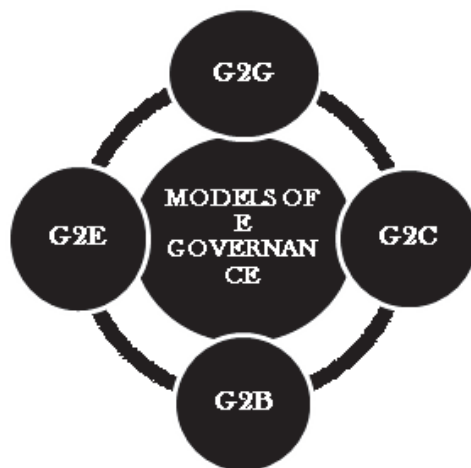
- To make every information of the government available for its citizen.
- To create a cooperative structure between government and citizen so that both sides get benefitted.
- To increase people’s participation in government administration.
- To establish transparency and accountability in governance.
- To increase efficiency in administration.

3.6 Pillars of E Governance



Thus e governance is based on four pillars-people, process, technology and resources. In e-governance people's dimension is very important. People should have vision, competency to participate in e governance. Process should be simple, efficient, sustainable and cost effective. Technology should be reliable, secure and of open standards. Similarly resource should be holistic, efficient and adequate.

3.7 Types or Models of E-Governance



3.7.1 G2C (Government to Citizen)

It refers to government services that are accessed by people. Most of the government services fall under this. It helps in reducing cost and time of the people. Citizen can have access to the services at any time and from anywhere. It is very helpful in saving time of the citizen. Government is

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responsible for promoting the social opportunities and public services in fields like health, education, transportation. Main aim of G2C services is to ensure equitable distribution of information for all, acceptance of citizen's feedback for government etc. It also ensures services such as issue of various certificates, ration cards, payment of bills through e governance.

3.7.2 G2G (Government to Government)

It refers to interaction between different government organizations, departments and agencies. It mainly deals with maintaining the quality of government, by making it more efficient. It includes cost cutting, managing performance and making strategic connections within government. For example, electronic entry of reports and papers, live fingerprint scanning etc. The major key areas of this are e-police, e-courts etc. It can be both at local and global level. Through this the government agencies can share the same database using online communication.

3.7.3 G2B (Government to Business)

It refers to the exchange of services between government and business organizations. It plays a crucial role in business development. G2B mainly refers to e-taxation, e-tendering, e-licensing, electronic transaction etc. It includes the policy of government with business.

3.7.4 G2E (Government to Employee)

It can be regarded as internal part of G2G. It provides online facilities to the employees like applying for leave, reviewing salary payment record. It refers to providing information and services from government to employee and employee to government. It involves training to sharing of knowledge etc.

Stop to Consider

Models of E Governance- G2C(Government to Citizen)

G2G (Government to Government)

G2B (Government to Business)

G2E(Government to Employee)

3.8 Importance of E Governance:

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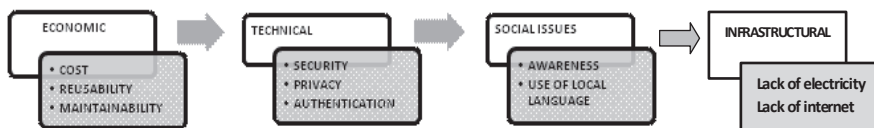
E-Governance in present day administration has attained serious importance. It has brought a new and smart way of working in governance. Its main importance are-

1. Information delivery is greatly simplified for citizens and business. Hence it is called as simple governance.
2. It gives varied department's information to the public and helps in decision making. Thus it helps in people's participation in administration and makes citizen's participation easy and ensures participation of citizen at all levels of governance. This in turn helps in strengthening democracy.
3. It brings transparency in governance since it brings various departments acts under close monitoring and thereby helps in establishing good governance.
4. It helps in saving time of both government and citizen. Citizen can have access to various governments' information from anywhere and at any time.
5. It brings government close to public and helps in providing better service to citizen. Thus it reduces the gap between government and citizen.
6. It leads to automated services so that all works of public welfare is available to all citizens.
7. empowers citizen through access to information
8. E-governance gives emphasis on de-bureaucratization and thereby reduces corruption and red-tapism which can be considered as one of the most important evils of traditional administration.

Thus use of ICT and introduction of E-Governance can save time of both people and government leading to the saving of effort and money. It will also help in simplification of functioning of government and will also bring the government machinery to the doorstep of the people.

3.9 Challenges to E Governance-

Challenges to E-Governance mainly come from its pillars mentioned above. In most of the developing countries of the world people are electronically and technologically illiterate. They hence cannot have the said benefits of e-governance. Again most of the countries cannot afford the cost of networking and internet. Slow speed of networks has emerged as another significant problem towards the success of e-governance. Reusability of e-resources is another problem in e- governance of some countries like India. E waste needs to be reused to reduce the cost of e-governance. For this technological innovation is required. But unlike the developed countries most of the developing countries of the world are yet to be aware about the reuse of the e-waste. Technological underdevelopment still remains a barrier in their way of reuse of e-resources. Hence the cost becomes unbearable for the developing countries. Another problem is the lack of skill of maintenance of the e-resources needed for e-governance. Technical issues like privacy security authentication have emerged as barriers towards the success of e-governance especially in the field of online transaction. Maintenance of privacy of data has emerged as a challenge for both government and citizen. Lack of infrastructural facilities like internet, electricity has prevented e-governance from acquiring its goal of establishing accessible government for the citizens. Indeed it has remained a special privilege for the rich and for the people of urban areas. Along with these, non-use of local language, lack of awareness about the usefulness of e-governance has posed serious challenges towards the success of e governance. Digital divide is another problem of e-governance. Digital divide is an issue linked to the different amount of information between those individuals who have access to information and communication technology and those who do not. It also refers to countries, regions, cities that are at a differentiated socio economic and cultural level with regard to ICT and its accessibility. This gap includes imbalances in terms of access to internet infrastructure, information and knowledge and equality of opportunity depending on income, race, ethnicity, gender or other similar criteria. There is a strong correlation between digital divide and poverty. This gap needs to be narrowed down so that benefits of e governance are utilized equally.



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Stop to Consider:

Digital divide-an issue linked to the different amount of information between those individuals who have access to information and communication technology and those who do not. It also refers to countries regions, cities that are at a differentiated socio economic and cultural level with regard to ict v accessibility.

3.10 E-Governance as a Tool of Good Governance

The challenge for all the democratic societies is to establish good governance Since good governance contains participation, transparency accountability, efficiency, rule of law and hence it can go a long way in meeting the needs of the people specially of the marginalized people. One important goal of good governance is to enable an organization to do its work and fulfill its mission since it is goal oriented. Thus it also helps in bringing organizational efficiency. E governance can help in realizing the goals of good governance. Since 1960s and 70s it has been seen that an increasing number of countries worldwide allocate significant resources in e government initiatives in order to modernize the public sector. One such initiative is the improvement of service provision to citizen and business, by employing information and communication technologies. Improved service provision stands for increased quality, faster provision accessibility of services anywhere and anytime independently of the government. E-governance can help in bringing these goals to reality to a great extent. E-governance can allow people to participate in government decision making process, reflect their true needs and welfare.

The advances in information and communication technologies provide opportunities to transform the relationship between governments and citizens and business in new ways that contribute to the attainment of good governance. They provide opportunities for people and business to involve in the process of governance at all levels. They facilitate better service delivery to clients, in terms of time and quality, and thus helps in making governance

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more efficient and effective. Also, the use of ICT may lower transaction costs both for citizens and government operations and public services can be made more affordable to the people at large.

E-Governance gives many avenues for improving governance. It has opened up new opportunities for governments to manage things differently and in a more efficient manner by utilizing information effectively and reengineering processes. ICT has emerged as important tool for the goal of good governance. The internet revolution has proved to be a powerful tool for citizen centric administration.

Large scale implementation of e-governance initiatives can lead to simplification of complicated government's process and empowerment of citizen. It can lead to enhancement of efficiency of the government. ICT has enabled citizens to demand information and better services from governments. With increased citizen awareness governments today are under increasing pressure to deliver a range of services-from ration cards to driving licenses and land records to health services in a manner that is timely, efficient, economical and transparent. Thus e-governance can have a profound impact on the efficiency responsiveness and accountability of the government thereby on the quality of life and productivity of citizens, especially the poor

Good governance in simple term is effective, efficient and responsive government that exists in a democratic structure. The concept is of recent origin but the idea was there since ancient time. *Kautilya* in his *Arthasashtra*, *Plato* in his *Republic* expressed their views for an ideal form of government. These ideal forms of governments were nothing but good governance. The notion of good governance installs all the positive virtue in administration. It is characterized with transparency, accountability, efficiency people's participation, responsiveness etc. These attributes are not automatically get installed in governance. For this reform in governance is required. Use of ICT in governance and emergence of E governance represents one of such reforms in administration. Since 1990s, e governance has brought various new avenues in administration. E-Governance can play a very important role towards bringing success to good governance as it helps in bringing the chief attributes of good governance such as transparency, participation,

efficiency etc. It allows people to participate in administration from anywhere and at any time and thereby makes people's participation easy. It also helps in bringing transparency by letting the people know about the structure, function, objectives, schemes and policies of the governments. Through on line services it can reduce red-tapism and bureaucratization.

However using E-Governance tools requires some fundamental changes both in the society and administration. Some important among those are: a new institutional framework that will be networked or joined up. E-governance requires some new rules, policies, laws and legislative changes to address e activities like freedom of information, data protection, computer crime, intellectual property rights, copyright issues etc.

SAQ:

To what extent e-governance can lead towards good governance?
Discuss. (80 words)

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3.11 Summing Up:

It's a fact that use of information and communication technology can enhance the efficiency of governance. That is why most of the governments have moved towards adoption of e-governance as an alternative to the traditional government in order to achieve simple, accountable, and participative governance. But concern is always about the gap between the groups that have access to technology and those who are without the availability of technology. In order to ensure the benefits of e-governance this digital divide has to get eroded. Along with this other challenges have to be removed by making the people literate in the use of technology, mitigating the infrastructural problems and by use of simpler and advanced technology that increases people's participation in e-governance.

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Check Your Progress:

1. Write in brief about the Importance of ICT in Administration and governance.
2. Discuss about the meaning and development of e-governance.
3. On what grounds can e-governance be considered a reform in traditional administration? explain.
4. Write in brief about the types of e-governance.
5. Discuss about the significance and challenges of e-governance.

3.12 References and Suggested Readings

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UNIT – 4
PUBLIC PRIVATE INTERFACE

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Unit Structure:

- 4.1 Introduction**
- 4.2 Objectives**
- 4.3 The concept of Public Administration and Private Administration**
 - 4.3.1 Public Administration**
 - 4.3.2 Private Administration**
- 4.4 Public and Private administration: Understanding the differences and similarities**
 - 4.4.1 Similarities between Public and Private administration**
 - 4.4.2 Dissimilarities between Public and Private administration**
- 4.5 Public Private Interface**
 - 4.5.1 Types of Public-Private Partnership**
 - 4.5.2 Characteristic of Public- Private interfaces**
 - 4.5.3 Challenges of Public Private Interface**
- 4.6 Summing Up**
- 4.7 References and Suggested Readings**

4.1 Introduction

With the emergence of the Administrative State, public administration has grown in importance. People opted to live in groupings over time, which culminated in the creation of community. As the community grew, many challenges arose that required collaborative resolution in order to maintain peace and order. The rational mechanism became crucial for the community's upkeep and survival. Thus, public administration was created to control the day-to-day behaviour of the people who comprise the community. The numerous administrative functions in both capitalism and communist nations have made it necessary for public administration to function. This resulted in the birth of Public Administration.

Public administration is the means through which the state's goal is achieved. More administrative agencies, authorities, and employees have been formed

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as a result of the increase of governmental duties. As a result, the administrative structure has become more diverse. The scope of public administration has expanded dramatically as the concept of the state has shifted from a police state to a welfare state. Now, Private Administration has begun to take over some of the responsibilities that Public Administration had begun to do since the establishment of the welfare state. Some of the functions are being carried out in collaboration between the public and private sectors. As a result, Public Administration and Private Administration are connected but distinct in several ways.

In ancient times, Greek city states controlled practically every element of human life, leaving little room for individual or private entrepreneurship. However, as private administration expanded, governmental administration became relegated to security and protection tasks. In the twentieth century, the definition of state shifted from a police state to a welfare state. This resulted in a significant growth of public administration. Even in modern times, public administration has been performing various functions that were formerly undertaken by private organizations and businesses.

The term interface refers to a place where two systems, subjects, organizations, or other entities meet and interact. A public-private partnership is an agreement between a government entity or company owned by the government on one side and a private sector entity on the other. It is frequently done for the provision of public assets or public services through investments or administration by a private sector firm for a specified length of time. There is a well-defined risk allocation between the private sector and the public entity, and the private entity chosen through open competitive bidding receives performance-linked payments that conform to specified and pre-determined performance standards, which are measurable by the public entity or its representative.

4.2 Objectives

This unit attempts to analyze public private interface in Public Administration. The unit will help you to-

- *understand* the concept of public and Private Administration

- *analyze* the differences and similarities of Public and Private Administration.
- *understand* public private interface
- *examine* the types of Public-Private Partnership
- *understand* the characteristic of Public-Private Interfaces
- *analyze* the challenges of Public Private Interface.

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4.3 The concept of Public Administration and Private Administration

Public administration is an administration that is operated by the state government to provide public services. Its goal is to serve the public interest as a whole. Public administration is also the implementation of public policy. Private administration, on the other hand, refers to administration undertaken by private institutions such as clubs, businesses, educational institutions, medical facilities, or groups. Private administration, unlike public administration, has restricted goals. Private administration aims to meet its own personal interests and demands. Private administration refers to the operation management and organisation of a business's activities. Government administration is a political process. Private administration, on the other hand, is a commercial enterprise.

4.3.1 Public Administration

The term 'Public' signifies that Public Administration relates to the people as a whole. Since government is the agency of the state which alone acts for all the people of the state, the term public has come to acquire a particular meaning 'governmental'. In simple words we can say that, 'Public Administration' is the administration which is concerned with the activities of the government. It is the sum total of the activities undertaken by governmental officials to give effect to Public Policies.

Public administration is a branch of study concerned with the systematic implementation of state-formulated public policies and programmes. It is concerned with the administrative functions performed by the government. It focuses on delivering services to the general population in order to ensure that people have a decent and safe existence. It's both a discipline and an

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activity. While as a discipline, it encompasses all aspects of budgeting, planning, organising, regulating, reporting, directing, and staffing, among others. As an activity, it provides services such as welfare, social security, management of government firms, and regulation of private enterprises, among others.

A non-political public bureaucracy that operates within a legal framework is known as public administration. It is concerned with the government's goal, the public interest, and laws. The public administration covers all three parts of government, namely the executive, legislative, and judicial, as well as their interactions. It operates on the concepts of consistency, external financial control, and the service motivation.

Stop to Consider:

The act of effectively managing the activities of a business organisation or state can be considered as administration. It suggests making the best use possible of the organization's resources—people, data, and other—in order to achieve the welfare state's ultimate objective. While private administration employs business acumen, public administration operates with a service-oriented mindset. The political nature, accountability, and breadth of their actions are three significant ways in which the public administration differs from the commercial administration.

4.3.2 Private Administration

The management and structure of private corporate enterprises is referred to as Private Administration. It is a profit-making administrative job performed by private people or groups. It is a commercial operation that is not political in nature. It entails actions such as policy and programme development, organisation, control, coordination, and implementation carried out by the organization's management. It works for the organization's economic advantage, but also considering the interests of employees, clients, or partners, and the concerned organisation.

Private administration is a non-political business or commercial operation. The primary purpose of Private Administration is to achieve the personal

aspirations of the organization's owner. Unlike public management, the primary goal of this style of management is to profit from the sale of a product or service. The objectives of the Private Administration are dictated by what is specified in the company's strategic strategy.

Management theories and methods are linked to private administration. It focuses on achieving organisational management objectives, efficiency, private benefits, and maximum of shareholder capital. Private administration has become the backbone of economic development, and it is accomplished through process design, organisation, execution, control, and assessment.

Competitiveness serves as a stimulant in private administration, and performance is measured based on consumer perceptions of quality. The goal of private administration is to improve firm efficiency.

Check Your Progress

1. What do you mean by Administration?
2. Explain the meaning of Public Administration and Private Administration.
3. "The elements of organization, process and attitude appear in both Private Corporation and Government Bureaucracy." Who said this?
4. What is POSDCORB?

4.4 Public and Private Administration: Understanding the differences and similarities

Public and Private Administration can be fully understood only if we understand the difference and relation between both the administrations. Study of both Public and Private Administration is essential to fully understand the nature and scope of Public Administration.

According to Henry Fayol, "Public and private Administration require planning, organization, command, co-ordination and control and in order to function properly both must observe the same general principles."

While observing the relationship between Public Administration and Private Administration, Prof. Pfiffner and Presthus agrees that, "The elements of

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organization, process and attitude appear in both Private Corporation and Government Bureaucracy.”

E.W. Fellow identifies some similarities between Public and Private Administration. According to him both Public and Private Administration are guided with some principles, rules and regulations. E.W. Fellow states that both possess similar bureaucratic structures. There are union activities in organizations of both Public and Private Administration. The employees in both organizations are under the governance of employment legislation of the state.

According to Luther Urwick, “The attempt to sub-divide the study of management or administration in accordance with the purpose or particular forms of undertakings seems to many authorities equally misdirected. They have much in common. POSDCORB techniques are common to both.”

4.4.1 Similarities between Public and Private Administration

Public Dealings: The goal of public and private administration is to make as many contacts with the people as possible. Good public interactions and contacts are required to understand the requirements and necessities of the people who must be served. The establishment of a constant, friendly, and harmonious relationship with the people serves as a meeting point for public and private administration.

Efficient and Prompt Service: The goal of both public and private administration is to provide individuals with efficient and timely service. Both public and private administrations are keen to be efficient and speedy in their dealings with the people with whom they must contact and serve.

Hierarchical Organization: Hierarchical set up is present in both Public and Private Administration. Employees of different statuses have a clear demarcation of their works, responsibilities and positions. In both, there are some personnel who formulate the policies of the organization and there are others who are responsible for the implementation of these policies.

Scope for Improvement: With the expansion of science and technology, there is a greater need for constant modification and adaptability in administrative policies. Both the public and private sectors believe that there

is room for development in their respective areas of action. Both aim to evolve with the passage of time and are dynamic in nature.

Similar set of Rules: Both Public and Private Administrations are guided with some set of rules and work standards. Personals in both public and private administration have to follow several definite rules, regulations and a defined routine. Organized efforts for securing the respective objectives are involved in both the type of administration.

Common skills: Both Public and Private Administrations requires numerous skills and training for running the administration. These depend on several similar clerical, accounting and managerial skills. Managerial techniques are common to both public and Private Administrations. POSDCORB activities such as planning, organization, staffing, direction, coordination, reporting and budgeting characterize both the types of administration.

Public and Private Partnership: Coordination and cooperation between the both Public and Private Administration is necessary in contemporary time to render services and perform some functions in partnership.

Public and Private Administrations both are governed by the common objective of serving the society. Both contribute towards socio-economic development of society. Both compliments and supplements each other. On the basis of these similarities, several scholars advocate that all administration is one and there is very little differences between Public administration and Private administration.

SAQ:

Q. Why both Public and Private Administration is considered as distinct form of Administration? (80 words)

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4.4.2 Dissimilarities between Public and Private Administration

Simon argues, “In the popular imagination, government administration is bureaucratic, whereas private administration is more business-like.

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Government administration is political, whereas private administration is not. Government administration is characterized by red tape, whereas private administration is not.”

Paul H. Appleby observes that, “In broad terms, the governmental functions and attitudes have at least three complementary aspects that go to differentiate government from all other institutions: areas of activities and breadth of scope, impact and consideration, public accountability and political character. Public Administration works in close proximity with politics and enjoys the benefit of political responsibility for administrative activities. Private administration can remain away from politics and is directly and solely responsible for its own activities.”

Along with some commonalities, there are also several differences between Public Administration and Private Administration. Both are two distinct forms of administration.

Accountability:

Public administration refers to the government’s service to the people; because the government draws its power from the people, the government is accountable to the public to offer its service. The public judges, discusses, criticises, and scrutinises officials’ activities in public administration. In public administration, work is done in line with established rules and regulations, with allocated funding, and under continual public control via the legislature, judiciary, and legislation.

A private institution owned by an individual or a group of individuals is known as a private administration. Employees in private administration are accountable to their employers, but owners are not accountable to the public. The private sector is not open to public scrutiny. Private administration has certain internal control mechanisms as well, but its secrets are not exposed to the public. The owners and top management have direct control over the operations of the employees.

Motive

Profit is the focus of private administration, while welfare is the focus of public administration. The goal of public administration is to serve all people without regard for profit, whereas private administration seeks to maximize

profit. Profit or desired benefits are the fundamental goals of private administration, which are established during policy formulation. The ultimate goal of public administration is to serve the people, whereas private administration seeks profit in exchange for the services it provides.

Scope:

Public administration has a broader reach than private administration. The scope of public administration exceeds that of private administration. Government policies are comprehensive in character, meeting the public's multidimensional demands. The initiatives under public administration are undertaken with the overall development of the people in mind. Correlated and interconnected policies and programmes are implemented to address the people's multidimensional requirements.

The scope of Private Administration is limited, with defined aims. Private administration aims to focus on a specific topic.

Political:

Public administration is a political process. Private administration, on the other hand, is a commercial enterprise. Public administration occurs in a governmental framework, whereas private administration occurs in a structure other than a governmental one.

Consistency:

When dealing with the public in any capacity, public administration adheres to the principle of uniformity of treatment. Some parts of the population are given particular attention because the Indian constitution recognizes them as underprivileged and in need of additional services. Members of the Scheduled Castes, tribes, and other disadvantaged classes are accorded special treatment in several ways.

Uniformity:

In Public Administration, there is consistency in treatment. The basic goal of public administration is to serve the public good without favoring any one group. The programmes and policies of the public administration are carried out in accordance with predetermined rules and regulations. All choices and actions are made in compliance with the established norms and regulations.

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Programs and policies in private administration are profit-oriented. Private administration does not adhere to treatment homogeneity. Private administration approaches different situations differently in order to maximize profit in exchange for their services. As a result, the laws and regulations in Private Administration are adaptable and changeable for the sake of profit and client connections.

Financial Control:

Private Administration has financial autonomy. The independence of financial management encourages Private Administration to be more entrepreneurial and timely. Private administration is free to move its capital in order to increase profits.

Financial matters in government are subject to external oversight. Financial matters are strictly controlled in public administration. The legislature has full authority over all budgetary matters. Regular budgeting and audits are performed in Public Administration to keep financial control over governmental transactions.

Nature:

The golden norm of Private Administration is transitional secrecy, but openness is a requirement of Public Administration. Public administration is open to public examination and assessment. It must keep accurate records for future reference and public examination. All records in private administration are private property, and only the owner has access to them.

Stop to Consider

Public Administration runs in a governmental setting that is why it is also known as government administration. On the contrary, the private Administration is a business administration. Both of them play a crucial role in contributing towards the development of the society in different ways. Moreover, the measurement of performance, progress and results thereof, can be done using different methods.

Check Your Progress

1. Distinguish between Public Administration and Private Administration.
2. Are the objectives of Private and Public Administration different? If yes, why?
3. State the main points of similarities and dissimilarities between Public Administration and Private Administration.

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4.5 Public Private Interface

A great deal of recent attention in the interaction between the public and private sector actors in development financing has focused on Public-Private partnerships which are long term contractual agreements whereby the private sector is involved in variable degrees of the building, operating, financing and maintenance of public goods and services. The term Public-Private Partnerships is too imprecise and the term is being used in a flexible manner to cover very diverse types of public and private sector arrangements that requires a broader frame of analysis. That is why a public private interface is thus defined more broadly as a private sector involvement that may take different shapes ranging from long-term contracts to regulatory and legislative benefits, subsidies or concessions with the aim of ensuring that the private sector has an impact on both sustainable development and human rights frameworks.

The effectiveness, efficiency, and competitiveness of public service are all increased by public private interface. In a situation when there are budgetary constraints, it can raise additional funding and supplement the limited public sector capacities. The best use of operational efficiency in the private sector can improve public quality and have the capacity to hasten infrastructure development.

Public-private interface refers to long-term agreements between institutions in the public and private sectors. Typically, private capital finances government initiatives and services upfront before receiving funding from tax payers. A public-private partnership (PPP) unites the public and private sectors to carry out a project or offer a service that is typically handled by

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the public sector. This collaboration has been used largely for infrastructure projects across a number of nations. Building, furnishing, running, and maintaining schools, hospitals, transportation networks, and water systems are all examples of interface. A public-private partnership can take many different shapes, each with its own degree of goal, level of private entity involvement, legal structure, and risk-sharing arrangement.

The relation between Public Administration and Private Administration is greatly influenced by the political philosophy of the society in which the two work. In the USA, Private Administration plays a more important role. Public Administration is, in many ways, dependent on Private Administration for the supply of goods and services. In India, Public Administration has been, till very recently, a dominant sector of the Indian economy. Now Private administration is being given the necessary environment and encouragement for growth. It has been realized that Private Administration is more suitable for industrial growth and development. What was still very recently considered to be a close preserve of Public Administration is now being thrown open to Private Administration. Privatization and disinvestment of public sector undertakings are now being practiced in a big way. Such a change has become possible only because there have been presented several big similarities between Public and Private Administration.

Cooperation between private actors and government's corporations has existed since the inception of sovereign states. Public-private interface is generally recognised to exist when the public sector offers private sector firms a legal, regulatory, contractual benefit, subsidy, or concession with the goal of attaining human rights impact, sustainable development goals, or other public objectives. The term "public-private partnerships" as we know it now first appeared at the turn of the 20th century. They were linked to neo-liberal initiatives to boost private sector participation in public management.

The Indian government is dedicated to raising the quantity and calibre of social and economic infrastructure services offered throughout the nation. The Government envisions a significant role for public-private partnerships in achieving this objective as a way to leverage private sector investment and operational efficiencies in the delivery of public goods and services.

SAQ:

Q. How does the relation between Public Administration and Private Administration is influenced by the political philosophy of the society? (60 words)

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4.5.1 Types of Public-Private Partnership

Build-Operate-Transfer (BOT):

This traditional model is used to represent the construction projects for toll roads. The private entity builds the road, collects tolls or other fees (for the duration of the contract), and then turns over ownership to the government.

Build-Own-Operate (BOO):

Although it is quite similar to the BOT concept, here the private entity itself retains ownership of the facility.

Build-Own-Operate-Transfer (BOOT):

After development, the private firm retains ownership of the facility for the duration of the contract in order to recoup construction costs and generate profits. The public sector then receives ownership following that.

Build-Lease-Operate-Transfer (BLOT):

The private enterprise builds a facility on land it has leased from the government. During the term of the lease, it operates on this property to recoup costs and generate income. Later, when the lease expires, the government receives the land back.

Design-Build (DB):

This is the most fundamental type of public-private partnership, where a private corporation designs and builds the facility in accordance with the needs of the government following a thorough risk assessment. It charges a certain sum in exchange for its services.

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Design-Build-Finance (DBF):

The private sector company takes on a project to design the facility's layout, construct it, and pay the capital costs associated with such planning and building.

Design-Build-Finance-Operate (DBFO):

In the DBFO concept, the private firm is in charge of project layout planning, building the facility, securing the necessary funding, and operating it until the magnificent period. The revenue from facility operations covers the expenses incurred and produces profit for the business.

Design-Build-Finance-Maintain (DBFM):

This structure is often known as a management contract. In this case, the public sector organisation is still involved in the project all the way through. Starting with the layout design, the process moves on to facility building, funding, and ongoing maintenance. The business either charges a set fee or splits the profits while also participating in project management decisions.

Design-Build-Finance-Maintain-Operate (DBFMO):

It is a developed form of DBFO. Here, a private company creates the blueprint, constructs the facility, makes the necessary investment, and runs the operations to make money. Since the project is long-term, the organisation must also take care of the maintenance tasks.

Design-Construct-maintain-Finance (DCMF):

In the DCMF model, the private entity comprehends the government requirements and plans, develops, maintains, and invests in a facility in accordance. The government organisation itself is then given a lease on this site.

Operation and Maintenance (O&M):

In this strategy, private entities are given a subcontract to manage and maintain a facility. The companies who engage on these jobs are maintenance work professionals. The government organisation continues to own the facility. A performance-based charge is frequently used to generate money for private companies. The businesses occasionally bill customers a one-time fixed fee for their services.

Stop to Consider:

Public Private Partnership in India:

Health Sector- To bring about improvements in the health sector, NITI (National Institution for Transforming India) Aayog has released a public-private partnership model. The gap in medical education and the lack of skilled physicians will be addressed under this approach created by NITI Aayog. According to this strategy, operational district hospitals will be connected to new or existing private medical institutions.

Power Sector- The Atal Distribution Transformation Yojana (ADITYA) Scheme is introduced by the Indian government. According to this plan, if the states work with the private sector to increase the effectiveness of the state distribution businesses, the federal government will give the states incentives. Delhi implemented the public-private partnership concept in 2002, and it has been successful. In order to privatise Delhi Vidyut Board, its majority (51% of the company) was sold.

Railways- The Tejas Express is India's first private train. The Tejas Express services will be delivered by private parties in accordance with the public-private partnership concept. Housekeeping, food, ticketing, refunds, and package delivery are some of the services taken up.

Urban Housing- Government-funded housing in cities or urban regions will be transformed into affordable rental housing complexes through public-private partnerships (ARHC). This will be done so that immigrants can obtain accommodation in cities or metropolitan areas at a reduced cost.

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4.5.2 Characteristic of Public- Private Interfaces

1. A government service or private company endeavour that is sponsored and run through a collaboration of the government and one or more private sector enterprises is known as a public private partnership method.

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2. The goal of such a partnership is to plan, fund, and achieve desirable policy outcomes that are in the best interests of the general public. Technology transfer is facilitated via public-private partnerships.
3. In a public-private partnership, a public sector authority and a private party enter into a contract whereby the private party undertakes significant financial, technical, and operational risk while still providing a public service or project.
4. There is a benefit to utilising private sector talents and shifting or sharing risk to the private sector. The private sector is in charge of carrying out or running the project. Public-private partnerships are intended to make the best use of private sector expertise.
5. The public sector's responsibility is to enforce the contract's terms and keep an eye on the private partner's performance throughout the project's operating life. This might boost how transparently the initiatives are managed.
6. The expenditures incurred by the private sector may be covered whole or in part by fees associated with using the services offered by the initiative, as well as by reimbursement from the public sector.
7. Payments made to public sector employees are depending on the contract's performance criteria.
8. Access to financing from the business sector. The majority of the project's capital costs are frequently contributed by the private sector, though this is not always the case.
9. Public Private Partnership is about creating, nurturing and sustaining an effective relationship between the Government and the private sector.
10. Both the public and private sectors maintain their individual identities in public private partnerships. They work together with a distinct distribution of responsibilities and risk.

4.5.3 Challenges of Public Private Interface

Increased national economic growth in recent years has resulted in an unprecedented demand for infrastructure services, which are necessary for the production of products and services as well as for maintaining efficient,

dependable, and cost-effective supply and distribution chains. Public-private partnerships are now crucial since, in the majority of nations, the amount of funding that is now available from traditional sources falls far short of the needs for financing infrastructure.

Projects involving public-private partnerships provide a number of difficulties that must be recognised and carefully handled. The goals of the two parties, the government and the private sector, frequently conflict. The degree to which the public and private sector partners coordinate their efforts to accomplish these goals determines the success of public-private partnerships. Both sides must establish their goals clearly from the outset. Below are some of the challenges which are faced during Public Private Interface.

1. **Different organizational cultures and goals between partners**

Cross-sector collaboration between the public and private sectors is complicated and time-consuming because public-private contact sometimes brings together companies with radically different cultures, as well as diverse interests, beliefs, and viewpoints.

2. **Poor institutional environment and support**

Weak governance systems, such as ineffective enforcement measures, inadequate policies, a lack of transparency, and unequal participation in decision-making processes, have a significant impact on public-private partnership settings.

3. **Weak political and legal frameworks**

Projects that are implemented through Public Private Partnerships are negatively impacted by political instability and political constraints. Agencies and officials prefer to delay and protect their own and the agency's interests due to the uncertainty that follows such conditions. Investors tend to steer clear of these venues when this is the case. The extreme politicization of the bureaucracy contributes to the challenge, which stops the implementation of Public Private Partnership projects.

4. **Unreliable mechanisms for sharing risk and responsibility**

One of the main motivations for introducing Public Private Partnerships is the opportunity to share risk. Technical and organizational challenges occur for some Public Private Partnerships,

including unclear agreements on risk and responsibility sharing, insufficient procedures for dealing with disputes and disagreements between partners, and the lack of agreements on ways to deal with large profit and risks of failure.

5. Inadequate procedures for the selection of partners

A competitive process and numerous interested private businesses presenting an offer to become the partner are required for the selection of private partners when launching a PPP. However, this method is not frequently employed in significant infrastructure projects.

6. Inconsistency between resource inputs and quality

Another key issue with the adoption of public-private partnerships appears to be the disparity between funding and the caliber of the service provided.

7. Inadequate monitoring and evaluation of public private partnership processes

A major setback to the process is the ineffective monitoring and assessment of public-private partnership processes. Public-private partnerships may encourage unethical behaviour because there are no monitoring systems in place. Although it is frequently considered that the government is ineffective, certain private sector allies are also ineffective.

8. Lack of transparency

One of the key elements that is said to have helped Public Private Partnerships succeed is transparency. A particularly severe issue is the restriction of public access to documents for the creation of public-private partnerships. It has a negative impact on the investment's transparency and long-term viability. The agreements for public-private partnerships are not open to the public since they contain information that is considered to be commercially secret. As a result, it is nearly impossible for the general public to improve and regulate the conditions, hazards, and quality of services that are of public interest. Lack of openness may contribute to increased corruption.

9. **The inherent nature of public private partnership processes.**

The Public Private Partnership models are inherently fragmented, and their intrinsic nature generates hazards. Public-private partnerships have a unique set of challenges and uncertainties that add to the difficulty. For instance, in the design of public-private partnerships, many project lifecycle phases, such as construction, finance, and maintenance, are incorporated into a single contract. Performance of Public Private Partnerships is uncertain due to the governance model's inherent complexity. The ramifications of Public Private Partnership agreements involve several participants, objectives, discourses, and disciplines. Projects involving public-private partnerships are challenging because of the intricacy of the several entities involved. Infrastructure projects involving public-private partnerships entail risks and uncertainties of a financial-technical nature in addition to multi-actor complexity.

10. **Lack of information**

The Public Private Partnership programme needs a thorough data base on the projects and studies that will be funded through Public Private Partnerships.

SAQ:

Q. Do you consider public private partnership process to be successful in India? Why?(20+60words)

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Check Your Progress

1. What do you mean by Public-Private Interface?
2. Analyze the different types of Public-Private partnership.
3. Discuss the characteristics of Public-Private partnership.

4.6 Summing Up

In the past few decades, India has seen a significant increase in public-private partnerships. Due to numerous institutional and policy measures done by the federal government as well as various state governments, it has become one of the top markets for Public Private Partnership in the world. The Public Private Partnership Appraisal Committee was established by the Indian government to speed project evaluation and approval. Processes for competitive and transparent bidding have been established. Public-private partnerships are currently thought of as the best approach to carry out projects in numerous industries, including ports, airports, and motorways. Public-private partnerships are now being used more frequently in the social and urban sectors over time.

Public-private finance interface has occasionally drawn harsh criticism and remains a contentious topic, especially due to worries about the public's return on investment. Public-private partnerships are frequently criticised for the joint initiatives' lack of openness and accountability. When the private sector is focused primarily on making profit for shareholders and the public sector strives to achieve sustainable development outcomes in the economic, social, or environmental realms, tension frequently arises. As issues of commercial secrecy and profit generating become increasingly apparent concerns for public openness and service delivery, current models of public-private interface of many forms raise the topic of a greater involvement of private sector actors.

4.7 References and Suggested Readings

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UNIT-5
CITIZEN'S CHARTER

Unit Structure:

- 5.1 Introduction**
- 5.2 Objectives**
- 5.3 Origin of the Citizen's Charter**
 - 5.3.1 Principles of Citizen's Charter**
 - 5.3.2 Citizen's Charter Initiative in India**
- 5.4 Promoting Citizen's Charter**
- 5.5 Evaluating Citizen's Charter**
 - 5.5.1 Sevottam Model**
 - 5.5.2 Rationale of a Citizen's Charter**
- 5.6 Problem Faced in Implementing the Citizen's Charter**
- 5.7 Summing Up**
- 5.8 References and Suggested Readings**

5.1 Introduction

A citizen's Charter is a written document prepared by the government agency. It is a document that contains commitments with respect to the services being provided to its people. This empowers the citizens to demand the standard procedural services. Citizen's Charter aims at bridging the gap between citizen and administration. It also aims at streamlining administrative behaviours and activities keeping in mind the needs and concerns of citizens. Throughout the world, it has been recognized that good governance is essential in making administration responsible to its citizens. It is crucial for sustainable development of the administration, both social and economic. The three core components that good governance is emphasised upon are- accountability, transparency and responsiveness of the administration. The initiative of citizen's charter is a response to counter the problems of citizens in dealing with the day to day affairs of public services.

In this unit, we will understand the concept of Citizen's Charter, its origin, objectives and the rationale of citizen's charter in the public administration

in a globalizing world order. Here, our attempt is to give an overview of the citizens' participation in administration and their role as active citizens in monitoring the activities of the government.

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Stop to Consider:

Good Governance definition:

1. *World Bank:* Governance as the process and institutions by which authority in a country is exercised. Specifically, governance is: (i) the process by which governments are selected, held accountable, monitored, and replaced; (ii) the capacity of governments to manage resources efficiently, and to formulate, implement, and enforce sound policies and regulations; and (iii) the respect for the institutions that govern economic and social interactions among them.
2. *United Nations Development Programme:* Governance is a system of values, policies and institutions by which a society manages its economic, political and social affairs through interactions within and among the state, civil society and private sector. It is the way society organizes itself to make and implement decisions achieving mutual understanding, agreement and action. It comprises the mechanisms and processes for citizens and groups to articulate their interests, mediate their differences and exercise their legal rights and obligations. It is the rules, institutions and practices that set the limits and provide incentives for individuals, organizations and firms.
3. *European Commission:* Governance concerns the state's ability to serve the citizens. It refers to rules, processes, resources and behaviours by which interests are articulated, resources are managed, and power is exercised in society. The way public functions are carried out, public resources are managed and public regulatory powers are exercised is the major issue to be addressed in this context.

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5.2 Objectives

The concept of Citizen’s Charter enshrines the trust between the service provider and its users. The basic objective of Citizen’s Charter is to empower its citizens in terms of public service delivery system. After studying this unit, you will be able to

- *Explain* the concept of Citizen’s Charter
- *Discuss* the principles of Citizen’s Charter
- *Analyse* the rationale of Citizen’s Charter in India
- *Examine* the implication of Citizen’s Charter in enhancing good governance.

5.3 Origin of the Citizen’s Charter

The concept of Citizen’s Charter was first started in United Kingdom. It was started as a part of national programme and implemented by the Conservative Government which was led by John Major in 1991. The aim of the programme was to continuously improving the quality of public services of the administrators for the people of the country. The purpose of this national programme was to respond to the needs and aspirations of the users by the service provider. The programme was again re-launched in 1998 as “Services First” by the Labour Government of Tony Blair.

Check Your Progress

Q1: Which country first started the concept of a Citizen’s Charter?

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Q2: What are the three important components that have helped in formulating the Citizen’s Charter?

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5.3.1 Principles of Citizen's Charter

Considering the empowerment of citizen as basic premise of good governance mechanisms, the Citizen's Charter movement of 1991 framed six principles (Government of India Document). They were:

- i. Quality: improving the quality of services
- ii. Choice: wherever possible
- iii. Standards: specifying what to expect and how to act if standards are not met
- iv. Value: for the taxpayers' money
- v. Accountability: individuals and organizations
- vi. Transparency in terms of rules, procedures, schemes and grievances

These principles established the base for a Citizen's Charter. Further, in 1998, the Labour Government elaborated these principles of Service Delivery. These are:

- i. Set standards of service
- ii. Be open and provide full information
- iii. Consult and involve
- iv. Encourage access and the promotion of choice
- v. Treat all fairly
- vi. Put things right when they go wrong
- vii. Use resources effectively
- viii. Innovate and improve
- ix. Work with other providers

The aim of these principles was to create a charter so as to make administration responsible to its citizens. Accountability, transparency and responsiveness against corruption and nepotism, favouritism was focused throughout. In 1992, the Charter Mark Award scheme was introduced by the UK Government for recognizing and celebrating excellence in delivering public services. This was for encouraging the administrator to provide adequate and quality services to its people on time. Again in 2008, this scheme was replaced by a new scheme called "Customer Service Excellence Award Scheme" so as to increase feasibility in customer service. The purpose

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was to create an encouragement competition among all the service providers so that no one would think negative about the public service delivery system. The UK's Citizen's Charter initiative became popular and getting inspiration from it, countries from different corners of the world started implementing such programmes. India started its Citizen's Charter in 1997. Therefore it is crucial to understand India's stand on Citizenship Charter in order to make public services more accountable and transparent to its people.

Stop to Consider

People's Participation in Administration

People's participation in administration refers to a process where citizens influence and control over the administrative processes. It is essential for the smooth and effective performance of the administrative machinery. It makes the administration responsive to its citizens. India's democratic system is based on "popular sovereignty" that entails the supreme role of its people as final authority of the democracy. People's participation in administration embraces the following dimensions:

1. Participation in the decision-making process
2. Participation in the implementation of decisions
3. Participation in monitoring and evaluation
4. Participation in sharing the benefits

Check Your Progress

Q1: What are the important dimensions of citizen's participation in administration?

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Q2: Describe some of the important principles of Citizen's Charter movement that was started in UK.

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5.3.2 Citizen's Charter Initiative in India

In today's globalizing world, with the advancement of science and technology and with the substantial increase in the literacy rate from 65.38% in 2001 to 74.04% in 2011 (Census Report, 2011) has made the citizens of India aware about their rights. Citizens, in this emerging world order, have become active in participating administrative affairs. It was in this circumstance, a consensus was begun to evolve since 1996 for establishing an effective and responsive administration. Keeping these aspirations at the core, on 24th May, 1997, a conference was held with all the Chief Ministers of the States and the Union Territories which was presided over by the Prime Minister of India. At that conference, an Action Plan for Effective and Responsive Government at the Centre and the State level was adopted. One of the major decisions that were taken at that conference was to formulate Citizen's Charters, starting with the large public interface sector. The objectives were to set standards of services, time limit in grievance redress, provisions for independent scrutiny through the involvement of citizens and consumer groups.

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SAQ:

Q1: Analyze the circumstances under which the Citizen's Charter came in to being in India. (80 words)

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Following that the Department of Administrative Reforms and Public Grievances in Government of India (DARPG) initiated the work of formulating, co-ordinating and together with that operationalizing Citizen's Charters. For the formulation of the Charters, the state and the central governments were advised to constitute a task-force with representatives from users, senior management and cutting edge staff.

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The Citizen's Charter was expected to include some of the important elements. They are:

- i. Vision and mission statement
- ii. Details of business transacted by the organization
- iii. Details of clients
- iv. Details of service provided to each client group
- v. Details of grievance redressal mechanism and how to access it
- vi. Expectations from the clients

Though Indian model of Citizen's Charter was inspired from the UK model, yet, in India, equal focus was given to the clients or the obligation of the users. It also talked about involvement of consumer organizations, stakeholders, citizen groups in the formation of the Charters. For that matter, regular monitoring and reviewing the evaluation of the charters through various external agencies has been enjoined.

The Citizen's Charters that have implemented till date are uploaded in various websites of the government. These are open to public scrutiny. In fact, all the government organizations are advised to give publicity of these charters through electronic and print media. As of the year 2010, there are 131 Citizen's Charters of the Central Government in effect and 729 of the state government and the administration of Union territories.

Stop to Consider

In India, the elements of a good Citizen's Charter can be articulated as follows:

- i. It focuses on the requirement of consumers
- ii. In terms of language. Simple and easy language should be used so that a common man can understand the language
- iii. The standard of services are also focused in the charters
- iv. Remedial activities should be effectively performed.
- v. Training of the service provider is crucial so as to make the process effective and efficient
- vi. Delegation of authority is required

- vii. Feedback mechanism should be there so that grievances and improvements to the services can be made
- viii. Close monitoring system from both the administration and from the public are focused
- ix. Periodic review of the already completed work should be done.

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Check Your Progress

Q1: Explain the basic elements of Citizen’s Charter in India.

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5.4 Promoting Citizen’s Charter

One of the basic components of Citizen’s Charters is to promote it so that people can take benefit of these services. As it is a tool for empowering the public, therefore, public delivery system is being emphasized. Initiatives that have been taken to strengthen the Citizen’s Charters process can be explained as follows:

- i. The first initiative was started in all the Central Ministries and Departments and gradually it was extended to States and Union Territories. Under these, reflection was made in increasing the number of Citizen’s Charters for a hassle free process.
- ii. From 2010 onwards, focus has been made on re-uploading Citizen’s Charters on their websites. Together with that all the Central Ministries and departments also have been requested to include the information about their clients in the Annual Reports.
- iii. The third initiative was taken through the Sevottam framework for making Citizen’s Charter more dynamic. It is for bringing excellence in service delivery through continuous improvement of the services provided.

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- iv. The 12th Report of Second Administrative reforms Commission (ARC) is also linked with the Citizen's Charters. The Second ARC Report entitled "Citizen Centric Administration: Heart of Governance" has recommended to enhance the role of citizenship centric administration through establishing charters. This recommendation has been accepted by the Government of India in making citizen's Charter more effective as a tool for interacting with the citizens.
- v. The fifth initiative was taken in creating the State department Charters through a pilot project. Sevottam Pilot Project was conducted in four districts in four different sectors
 - a. In Himachal Pradesh a Charter has been drafted for quality service delivery by Water Supplies and Sanitation Unit of Municipal Corporations, Shimla.
 - b. In Karnataka, Citizen's Charter has been prepared for the Department of Women and Child Development for its service delivery through Anganwadi Centres at the village level.
 - c. In Madhya Pradesh, Citizen's Charter has been created with effective service standard for the Public Health and Family Welfare Department.
 - d. In Odisha, Charter was prepared for the Food, Supplies and Consumer Welfare Department. This service was linked with the Gram Panchayat Level.

Stop to Consider

"Making Citizens' Charters Effective- An Agenda for Reform Citizens"- Second ARC, 12th Report

- i. One size does not fit all.
- ii. Citizens' Charter should be prepared for each independent unit under the overall umbrella of the organisations' charter.
- iii. Wide consultation which include Civil Society in the process.
- iv. Firm commitments to be made.

- v. Internal processes and structure should be reformed to meet the commitments given in the Charter.
- vi. Redressal mechanism in case of default.
- vii. Periodic evaluation of Citizens' Charters.
- viii. Benchmark using end-user feedback.
- ix. Hold officers accountable for results

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Check Your Progress

Q1: Point out the important initiatives for adopting the Citizen's Charter in India?

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Q2: Identify any five major recommendations of the 12th Report of Second Administrative Reforms Commission?

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5.5 Evaluating Citizen's Charter

Evaluating is a process where a systematic analysis of the subject's merits and significance are being measured considering the criteria governed by a set of standards. In 1998, an evaluation of the Citizen's Charter of various department agencies was conducted. The results were quite interesting. During the year, 2002-2003, DARPG engaged an agency to develop a standardized model for external and internal evaluation of Citizen's Charters in a more systematic and organized way. The major findings as carried out by the agency are as follows:

- i. In majority of cases Charters were not devised through a consultative procedure

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- ii. At large, service providers are unfamiliar with the values, goals and main characteristics of the Charter
- iii. None of the departments, as evaluated in the features, focused enough importance to publicity of the Charter.
- iv. Little funds have been earmarked for creating and conducting the awareness programme on the Charter.

Recommendations by the Agency

Further, based on the findings of overall implementation of Citizen's Charters, the crucial recommendations in the report stressed upon:-

- i. The citizens and staff are needed to be consulted at all the stages of formulation of the Charter
- ii. The staff members should be clear about the features, vision, mission, goals and objectives of the Charter so that they can handle the grievance with an effective communication skill
- iii. There is a need to create a database on consumer grievances and redress them accordingly
- iv. There is also a need for greater publicity of the Charter through posters, digital media, print media and electronic media
- v. Allocation of funds for awareness generation and orientation of staffs are needed

A study was sponsored on evaluation of Citizen's Charters by the Department of Administrative Reforms and Public Grievances and was conducted by the Indian Institute of Public Administration in the year 2008.

The major observations that are noticed in the study are:

- i. Not all Ministries/Departments have adopted and implemented the Citizen's Charter
- ii. The study finds out that there is a lack of standard procedures and commitments in several cases
- iii. Little interest has been shown by the organizations in committing to the values of the Charter
- iv. On the communication side, poor planning and lack of resource commitment for publicity hampers the process of the Charter

- v. In some of the states, the Charter has become redundant after one time exercise
- vi. Though the Charter aimed at participatory mechanisms, yet, it lacks effective performance.

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Check Your Progress

Q1: What are the major recommendations given for improving the qualities of Citizen’s Charter?

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Q2: Briefly examine the limitations observed by the Indian Institute of Public Administration?

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5.5.1 Sevottam Model

The Citizen’s Charter is one of the three components of the “Sevottam Model”, the other two are public grievance redressal and service delivery capability. Sevottam is a service delivery model which provides an assessment criterion for improving the framework in bringing excellence in public service delivery. The term “Sevottam” is the combination of two Hindi words of “seva” and “uttam”. “Seva” refers to service and “uttam” refers to excellence. Therefore, the etymological meaning of Sevottam is excellent service delivery system for the benefits of its people.

The Sevottam Model in implementing the effective and excellent service delivery opens up a channel for receiving citizens inputs in the way in which organizations determine the requirements of public service delivery.

The second component “Public Grievance Redress” requires a good governance redressal system where citizens are more satisfied in dealing with the service delivery organizations.

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The third component “Service Delivery Capability” Model argues that an organization can have outstanding performance in service delivery if it is efficiently managed by the organization through capability development process.

SAQ:

Q. Do you think that the Sevottam Model has a positive role in implementing and enhancing the role of Citizen’s Charters in India? Give comments. ()

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5.5.2 Rationale of a Citizen’s Charter

A Citizen’s Charter is a document that reflects an understanding between citizens and the public service provider with respect to the quality and quantity of services. It is all about the rights of the public and obligations from the part of public servants.

Public services are generally funded by the public, directly or indirectly, through taxes. Therefore, the public have right to expect quality services and a responsible public service provider with efficient delivery at a reasonable cost. The Citizen’s Charter is a written document provided by the service provider about the standards, accessibility, transparency and accountability of the government affairs. It is made in accordance with meeting the needs of citizens.

A further rationale of the Charter is that it helps in changing the mindset of the public official as powerful agent to an official with right sense of duty in logically spending the public money collected and in providing citizens with necessary services.

Citizen’s Charter is a toolkit of new initiatives and ideas for increasing the standards of services delivery. It also postulates people’s participation in administration in reducing corruption and enhancing transparency.

Stop to Consider

What Citizens expect from the Service Providers?

- a. Reliability (consistency in performance)
- b. Responsiveness (timely service)
- c. Credibility (having customer interest at heart)
- d. Empathy (attention to customer’s needs)
- e. Courtesy and care (physical evidence of willingness to serve)

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Citizen’s Charter should be an effective tool to ensure accountability and transparency in delivering good governance services by various governmental departments. If the Charter can be implemented effectively without any massive barriers, then it can enable:

- a. Improvement in service delivery
- b. Greater responsiveness of officials towards the public
- c. Enhanced public satisfaction with services

Check Your Progress

Q. Examine the rationale of Citizen’s Charter as an effective way of people’s participation in administration.

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5.6 Problem Faced in Implementing the Citizen’s Charter

Citizen’s Charter is a written document in order to empower the citizens in availing the transparent public delivery system. It aims at redressing the grievance faced by its people. However, there are certain problems arise in implementing the Citizen’s Charter. Some of those problems can be explained as below:

- i. Lack of standard procedures in implementing the Charter

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- ii. Officials are less aware about the schemes and less funds have been earmarked in order to train those officials
- iii. Public are also unaware about their rights because of lacking awareness programme.
- iv. Though there is an increment in the literacy rate among people in India, still people are less informed and less enthusiastic to know more about public delivery system
- v. Lack of effective performance and accountability from the service delivery system hampers the implementation of Citizen's Charter.

These are some of the crucial problems that have been faced in implementing the Charter. However, the Charter is a kind of mechanism that enhances the role of public in administration.

SAQ:

Q. What are the problems of implementing Citizen's Charter in India? (80 words).

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5.7 Summing Up

The implementation of Citizens Charter is an in progress exercise. It has to reflect the wide-ranging and recurrent changes taking place in the sphere of public services. The Indian Government is dedicated to serve the citizens in an effective and efficient manner to not only meet the needs but also to exceed their prospects. The Citizens Charter initiative is a major step in this direction. The idea of good governance can only be fulfilled with the help of citizen's participation in the administrative system.

5.8 References and Suggested Readings

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