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GOPINATH BARDOLOI NAGAR
Guwahati - 781014 (Assam)

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POLITICAL SCIENCE

Paper: POL-2046
PUBLIC ADMINISTRATION- II



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1.1 Introduction

Rationality is at the core of modern public administration. Rationality can be understood as a process where an individual take a decision considering all the available prospects and what that particular individual sees fits the best. The literal meaning of ‘rational’ is ‘reason’ or ‘logic’. Therefore, when a person takes decision logically, then it is called a rational decision. In public administration, rationality denotes an administrative man, who thinks and acts by choosing best possible alternatives. A rational man is one who is free from all kinds of negative attributes such as biasness, nepotism, corruption etc.

In this unit, we shall discuss the concept of rationality in public administration. Here, our concern is to discuss the features of rationality and a detailed analysis of Herbert Simon’s ‘bounded rationality’ model and Weber’s rational organization or ‘bureaucracy’. We would also be discussing the features and application of the rationality in public administration which don’t go beyond criticism.

1.2 Objectives

Rationality in public administration is a core concept which focuses on conscious choice. It is problem solving in nature. It refers to attain the

organizational goal rationally. Rationality is an action to achieve the best purposes. In this unit our prime objective is to

- *describe* the concept of rationality
- *understand* Simon's bounded rationality model and Weber's rational organization or bureaucracy
- *explain* the basic features of rationality and its application
- *examine* the pros and cons of rationality in public administration

1.3 Concept of Rationality in Public Administration

'Rational' is a word which occupies different meanings in different context. There are mainly two types of rationality in public administration:

- Instrumental Rationality
- Value Rationality

Instrumental rationality refers to the ways in which a public organization achieves its goals. Public administration is broadly an applied field oriented towards making policies involving both internal and external aspects of administration. For example, managing office personnel, the process of budgeting along with other internal aspects of administration are considered as instrumental view of public administration. The instrumental aspect is useful in finding out how public administrators such as civil servants interact with people and how they find out public purposes for shaping governmental plan and action (Lubienski, 2003). It also helps in interacting among public officials and elected representatives and common people for achieving pragmatic goals and plan of action. The role of the organization, here, is to utilize the knowledge and resources in such a way that maximum output may be obtained by utilizing minimum resources.

Stop to Consider

Kettl (2003) in the work "Managing boundaries in American Administration: the collaboration imperative" found out certain elements of instrumental rationality for achieving organizational goals in American Public Administration:

- **Mission:** Mission defines purposes, meaning and ways

of organizational goals. It defines what is appropriate for the organization, which implement government's commitment and address related problems.

- **Resources:** the allocation of resources is crucial. It helps in shaping an important way of the government for translating symbols in to reality.
- **Capacity:** organizational structure acts as a capacity builder that follows from mission and resources.
- **Responsibility:** each person's responsibility in coordinating the activities of the organization is needed; in fact, it is one of the binding characteristics of a rational organization.
- **Accountability:** Accountability is the core concern in any organization and the lack of which has eroded the public respect for leaders and administrators.

Just as personal values guide individual actions, organizational values play a crucial role in the functioning of organizations. Organizational values in public administration contribute in aspects such as classification of collective principles, objectives, definitions of organizational culture, explanation of individual behaviour etc. A. Etzioni, in his work "Modern Organizations" argues that values help in identifying organizational meaning which represents profound beliefs in influencing attitudes, actions, choices and decisions. Such values can be regarded as a sign of the group identity. Organizational values are stable and durable but it can't be fixed. These are shared values characterized by integrating elements that in a way provides stability and consensus among organizational members. Bourne and Jenkins (2013) recognized that organizational values reinforce the alignment of behaviour in a normative control in enhancing value rationality of the organization.

Check Your Progress

Question 1: What do you understand by the concept of rationality in Public Administration? (30 words)

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Question 2: What are the different types of rationality? Explain the instrumental rationality in Public Administration. (40 words)

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1.3.1 Herbert Simon: Bounded Rationality

Herbert Simon is regarded as the father of Rational Decision Making Theory. According to him, best decision making is the process of “optimum rational choice between alternative courses of action”. He observed organization as a structure of decision makers. To Simon, decisions could be made through following three processes: Intelligence Activity, Design Activity, and Choice Activity. To him, intelligence activity of identifying the problem proceeds design which means finding out alternatives of solving the problem. The design activity, ultimately proceed to choice activity in finding out the best alternative.

While talking about rationality in the decision-making process, Simon argues that rationality is always bounded and it can’t be open ended. Regarding all the classical principles of organizations as “proverbs” he focuses on the administrative man who is rational and empirical. Instead of using “utility maximizing” behaviour, he emphasises on “satisficing” behaviour of a rational man. To Simon, rationality is “the selection of preferred behaviour alternatives in terms of values whereby the consequences of behaviour can be evaluated”. He distinguishes different types of rationality in the decision making process:

- A decision is objectively rational if it is the accurate behaviour for maximizing given values in a given situation
- A decision is subjectively rational if it maximizes attainment in relation to the authentic knowledge of the subject
- A decision is consciously rational when the adjustment of means to ends occur in a conscious process
- A decision is deliberately rational to the extent that means and ends has been deliberately brought about by the individual or the organization

- A decision is organizationally rational if and only if it is oriented towards the organization's goals
- A decision is personally rational when it is oriented towards preserving individual's goals.

Simon believed that complete rationality is impossible in any organization or in any decision making process. His "satisficing" behaviour in the rational decision making has come from the combination of two words: "satisfaction" and "sufficing". It means that decision-maker chooses one best alternative from all the available alternatives. Simon postulated that rationality can't be open ended and it is always bounded due to several reasons such as

- Dynamic nature of organization
- Inadequate information as well as limited analyzing capacity
- Lack of information about possible alternatives
- Time and cost constraint
- Environmental and other external factors
- Unquantifiable alternatives

Considering these factors as barriers, Simon emphasized on the concept of an administrative man, who tries to satisfy his decisions between alternatives by choosing one best alternative out of limited collected alternatives.

However, Simon's bounded rationality concept didn't go beyond criticism. Chris Argyris argued that Simon didn't consider the role of intuition, tradition and faith in the decision making theory. He also argued that Simon rationalizes incompetence in his rationality model.

Stop to Consider

Simon's Stages of Rational Decision-Making:

- **Intelligence Activity:** intelligence activity engages in finding occasions for making a decision. It deals with finding out the problem area or what is the problem.
- **Design Activity:** it consists of developing possible courses of action and finding out alternative courses of action so as to make decisions more rational. It deals with the question of what are the alternatives.
- **Choice Activity:** it involves choosing one best alternative out of all gathered alternatives. This relates

with the question of which alternative is best.

Self Asking Questions

Do you think that Herbert Simon's "bounded rationality" concept is crucial in order to understand rationality in Public Administration? If yes, then why? (within 100 words)

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1.3.2 Weber: Rational Organization or Bureaucracy

Bureaucracy forms the essential part of any administrative system that comes under the legal rational authority. Max Weber in his work "The theory of Social and Political Organization" discusses about three types of authority: traditional authority, charismatic authority and legal-rational authority. Legal-Rational authority, according to Weber is the ideal form where bureaucrats play effective role in the administrative system. To him, a purely bureaucratic type of administrative organization is capable of attaining the highest level of efficiency. Therefore, bureaucracy is the most rational form of carrying out imperative control over human beings.

In his bureaucratic model, Weber favoured application of rules judicially which is equally relevant for all the members in the organization. Within this legal-rational authority, who exercises power is called the superiors and those who are obeyed by these rules are called subordinates. Yet, this hierarchy, according to Weber, doesn't harm the organizational values because all the members of the organization irrespective of their order of hierarchy have certain rules to follow at their own place. Hence, to Weber, bureaucratic authority is most efficient, rational and superior to any other form, indispensable and permanent. It has certain characteristics:

- The bureaucrats are subject to authority in official capacities and they are free personally
- They are clearly organized based on hierarchical order
- Each office has a clearly defined sphere of competence in the legal sense
- The offices are determined by the free selection process

- The officials are selected based on the technical competencies of each officials
- The bureaucrats are efficient
- It is based on the division of work

Mohit Bhattacharya found out 2 sets of properties in Weber's bureaucratic model: structural properties and behavioural properties. The structural properties include (a) division of work, (b) hierarchy, (c) system of rules, and (d) role specificity, and the behavioural properties include (a) rationality, (b) impersonality, (c) rule-orientation and (d) neutrality.

Weber's bureaucratic theory is not beyond criticism. His model of bureaucracy as legal-rational authority has certain limitations as argued by various scholars. Some of the grounds are as follows:

- This bureaucratic model has been considered as “machine theory” by some scholars as he put over emphasis on the formal structure of the organization and thereby neglecting the human condition within the organization.
- Weber's theory has also been criticised as a “closed system model” for not adequately considering the interaction between organization and its environment.
- Talcott Parsons questioned Weber's ideal model of bureaucracy by saying that professional expertise and the right to give orders created a problem within the organization as hierarchical structure. It is because members are really sceptical about whom to obey and whom not.
- Simon and Barnard argued that Weber's bureaucratic model had reduced the administrative efficiency. To them, efficiency could be increased in any organization by establishing informal relations than rigid formal rules.

Stop to Consider

Authority in Weber's theory: three types

- **Traditional Authority:** Traditional authority in Weber's model is rested upon age-old customs, conventions, beliefs and traditions. In this type of authority, obedience is given to the ruler who occupies the traditionally sanctioned authority. The ruler is, hence, bound by tradition. The administrative staffs within this system are either patrimonial or feudal.

- **Charismatic authority:** The literal meaning of charisma is the gift of grace. Charismatic authority “rests on devotion to the specific and exceptional sanctity, heroism or exemplary character of an individual person and of the normative patterns or order revealed or ordained by him” (Pugh, p. 15). In this type of authority, obedience followed is justified because the person who authorised command is believed to have some sacred character. Here, the leader exercises authority which is dependent upon his personal qualities more than prescribed norms.
- **Legal-rational authority:** According to Weber, in legal-rational authority, “obedience is owed to the legally established impersonal order” (Gross, p. 139). Manifestations of legal authority are located in organizations where rules are applied rationally and judicially that are equally valid for all members of the organization. Weber considers the legal authority of bureaucracy as most rational and effective in any organization.

Check Your Progress

Question 1: Explain bureaucracy as a rational authority as postulated by Weber. (80 words)

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Question 2: How has Weber’s bureaucratic model been criticised? (40 words)

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1.3.3 Features of Rationality

Rationality is a key concept in public administration and more specifically in any decision making process in any organization. Various thinkers in Public Administration use rationality as core component in their theories. For example, Simon's rational decision-making theory or more particularly the bounded rationality model, Waldo's rational action model and Weber's bureaucracy as legal-rational authority are some of the instances where the concept of rationality has been used. Therefore, rationality, as a concept, has certain features in public administration. Some of the crucial features of rationality could be explained as follows:

- Rationality aims at dealing with identifying the context about what issues to be investigated in the decision-making process.
- Rational actors always focus on the problem, the alternatives to solve the problem and finally, choose one best alternative to solve the problem.
- Rationality focuses on the policy objectives in an organization
- Rationality emphasises upon estimating the consequences of a course of action
- Rationality depends upon certain codified rules are to be followed equally by all the members of the organization
- Rationality focuses on effectiveness, efficiency and optimality in the decision-making process.
- Efficiency and effectiveness in rationality is not beyond value rationality.
- Values are crucial in utilizing and coordination decisions in rationalist approach.

These are some of the basic features of rationality in public administration. A proper understanding on rationality will facilitate our ideas on decision making process in any organization.

Check Your Progress

Question 1: Explain briefly the important features of rationality in public administration.(50 words)

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1.4 Application of the Concept of Rationality

In Public Administration, it is crucial to understand the applicability of rationality. Rationality denotes different meanings to different context. It involves concepts like science, efficiency, effectiveness, accountability etc in Public Administration. People may talk about a rational individual, rational ideas, rational decision making or rational organization. All these have different meanings in the particular context it represents.

Petra Schreurs discussed about the application of rationality in Public Administration. He reflected upon why we should accept the ambiguous meaning of rationality:

- Firstly, some of the definitions of rationality that are existed in Public Administration are mostly related to instrumental rationality of reason and efficiency. However, according to some authors the application of such restricted meaning of rationality is problematic in public organization. It is because, apart from instrumentality, it involves values such as legality, legitimacy, accountability, democratic control and equality before law (Frederickson, 1971). From such perspective, it is clear that the supremacy of rationality only in terms of efficiency is problematic because involvement with ethical public and political values is equally crucial in any organization.
- Secondly, rationalization process is believed to be contributed positively to the quality of public administration. However, since rationality doesn't denote a fixed meaning, therefore, it is not clear what an administrator is striving for when "rationalizing" public administration. At the same time, there has been focus on human values such as emotions, human actions, interactions etc. in any organization. It proves that instrumental rationality is not as dominant as before.
- Thirdly, the term rationality is generally believed to be associated with positive meanings. But, the combination of positive meanings such as objective meaning and the vagueness of definitions result in a situation where the concept of rationality becomes the political weapon of manifesting policy decision and propagandizing action.

From the above discussion, it is clear that there are differences between mainstream rationality (instrumental rationality) and the alternative rationality (value rationality). In Public Administration, the dominant concept of instrumental rationality is being criticized

for not focusing the alternative values or the alternative conceptions of rationality. In discussions of rationality, the issue of gender is rarely focused. It is because “rationality” is believed to be a gender neutral concept. However, the feminist thinkers opined that rationality is not neutral; in fact, gender issue is kept invisible in any organization. How women are being treated in their organization is rarely focused. However, balancing the different rationalities is necessary without monopolizing any one of them.

Self Asking Questions

Do you think that only instrumental rationality is enough in order to understand the concept of rationality as a whole?

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Check Your Progress

Question 1: Briefly explain the applicability of rationality in Public Administration.

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1.5 Critical Appraisal

Rationalist model is occupying the core concern in Public Administration. It is a multidimensional concept that involves both “present” and “prospective” rationality. “Present” rationality is oriented towards understanding the current events and achievements whereas the “prospective” rationality is oriented towards understanding the need satisfaction of some futuristic plan. But, either of these two rationality determines the goals and the course of all the problem-solving activity, its possible alternatives, desirable solutions, choices of strategy and tactics to resolve the problem (Genov, 1991).

Considering its multi-dimensional applicability, the rationality concept in public administration has come under certain criticisms. Critics argue that rationalist model of public administration is not the end in itself. This model has certain lacunas which the policy makers and the decision makers should consider while take a public decision. Some of the crucial barriers of rationalist model of Public Administration are as follows:

- In rationalist model, the whole society can't avail the benefit, but only a few groups or individuals get the chance to attain the benefits. However, this also leaves conflicts and contradictions among those who availed the benefits.
- In rationalist model, decision-makers are inspired not only by maximizing the social gain but also by establishing power relations, statuses, financial rewards and so on.
- Searching for one best alternative in any rationalist perspective is very difficult, because the concept of "best" is relative. What you think "best" for yourself can't determine the "best" of mine.
- Collecting the adequate information in choosing the best alternative is also problematic because of the cost of information, time requirement etc.
- Rationality is limited, there can't be absolute rationality as absolute is a vague concept in Public Administration.
- Rationalist model is also being criticised for not considering the values of women in any organization.

Despite criticism, the rationalist perspective in Public Administration has been continuing to play a massive role in any administrative decision-making process. It is imperative that rationality can't be absolute and supreme of all, yet it has a major role in the decision-making process in any organization. Therefore, its role can't be ignored in any organization.

Check Your Progress

Question 1: Briefly explain four important barriers of rationality in Public Administration.

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Question 2: How multi-dimensionality is related to rationality? (40 words).

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1.6 Summary

Public decisions represent conscious choice, and it has a direct linkage with rationality. It is because conscious choice is taken through reason and logical ability. In public administration, rationality plays a crucial role in effectively and efficiently connecting various approaches of decision-making and the role of bureaucracy in any organization. Reason or logical ability is at the heart of rationality.

In this chapter we tried to understand the concept of rationality and its importance in the Public Administration. Rationality has provided a new dimension to administrative analysis and practice by stressing the importance of reason in any decision-making process. Henceforth, the concept of rationality has contributed much in understanding, examining and analyzing the public organization and help in the growth of administrative culture by ignoring normative ideas of traditional organization.

1.7 References and Suggested Readings

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UNIT 2 Efficiency

- Introduction
- Objectives
- Meaning
- Efficiency in administration and other New Dimensions
- Different interpretations of the concept of 'efficiency' in public administration
- Various Reforms Measures initiated focusing on 'Efficiency' in administration
- Summing up
- References and suggested readings

Introduction:-

We all know that all the organizations are established with certain goals or purpose. And each and every organization strives to attain success in their endeavours. They want to reach those goals and purposes with efficiency. Infact the success of any organization is measured in terms of its efficiency. So, now we need to understand what is actually meant by 'efficiency'. Although a host of literature is there which contains references about the concept of efficiency or bringing about efficiency in the realm of administration, yet, there is ambiguity regarding its origin and meaning. In this unit, we will make an attempt to understand the concept of efficiency in its entirety.

Objectives:-

After reading this particular unit, we will be able to:

- Discuss the meaning and concept of the term efficiency.
- Explain the significance of efficiency in the field of public administration.

- Analyse efficiency in administration and other related concepts.
- Describe various reforms measures initiated from time to time, focusing on bringing about efficiency in the domain of administration.

Meaning:-

Let us begin the discussion with the famous quote from Woodrow Wilson's essay "The Study of Administration" (1887) where it has been stated that – It is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible *efficiency* and at the least possible cost either of money or of energy. Thus, this quote explains that efficiency is of utmost importance in the field of administration and it is a measure to understand the relationship between input and output. <https://patimes.org/efficiency-primary-public-administration/>

The status of efficiency as a core value in the study of Public Administration is widely acknowledged, but certainly not undisputed (Bogason, 2002; Schachter, 2007). <https://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.986.1701&rep=rep1&type=pdf>

Actually, with the emergence of 'Administrative State' in the contemporary era, the functions of public administration has expanded both in nature and scope. The discharge of these functions is very essential for the development of human life and is pertaining to diverse fields like that of health, education, recreation, sanitation, social security etc. All these functions are over and above its regulatory functions and it is expected that public administration will deliver these functions with efficiency and effectiveness. The following quotes can further explain the importance of efficiency in the domain of administration. W. B Donham said, "If our civilization fails, it will be mainly because of breakdown of administration." Also, Paul H Appleby said "Administration is the basis of government. No government can exist without administration." Thus, we can very well say that the role of Public Administration in the present era is multifarious like, it is the basis of the government, it is an instrument for providing services, an instrument for implementing the policies, it is a stabilizing force in the society, it is an instrument of social change and that of economic development etc. Gerald Caiden has further said

that in the contemporary modern society, Public Administration has also assumed the following important roles: preservation of polity, maintenance of stability and order, institutionalization of socio-economic changes, management of large scale commercial services, ensuring growth and economic development, protection of the weaker sections of society, formation of public opinion and influencing public policies. It needs mention here that when such is the enormous and significant role of public administration in preserving and promoting the welfare of the community, 'efficiency' is a must there. Without efficiency, public administration cannot deliver its purposes properly to the masses.

<https://egyankosh.ac.in/bitstream/123456789/25454/1/Unit-1.pdf>

We have already discussed that the success of an organization is measured in terms of its effectiveness and efficiency. Effectiveness mainly refers to the fulfillment of goals and efficiency to that of output. However, it needs mention here that there is no single formula through which these components of efficiency and effectiveness can be measured. If we look at the wide spectrum of facts, we see that in most of the developing countries, the system of modernization came through the process of colonialism. And one of the important aspects of colonial administration was the strengthening of the central institutions. Result was that the local institutions got neglected and they lagged behind. So, in India, we find that though the municipal and panchayati raj bodies were established long back, but they remained weak in actual functioning. Thus, these bodies were unable to function efficiently due to a host of problems or obstacles. Even today many of the rural areas are running without basic public utility services like supply of clean drinking water, social services for health, educational facilities, facilities for welfare of the needy etc. Thus, efficient discharge of functions is inter-related with so many other factors. Also, conception of efficiency and effectiveness are different when the goals are different. For example, in pre-independence period, the entire concept of economic development was oriented towards fulfilling the interests of the British monopolies. As a result, the growth was not balanced regionally and effectiveness of administration was judged by the support provided to monopolistic business and not to the balanced regional growth.

https://www.jstor.org/stable/4374766?seq=1#metadata_info_tab_contents

Now, let us have a look at the relationship between efficiency and effectiveness and how it affects the performance of the organizations. It is true that efficiency can be achieved under the conditions of maximizing the results of an action and it is always in relation to the

resources used and calculated by comparing the effects which are obtained through the efforts. Thus, efficiency can be said to be an indicator to measure the outcome effects as generated by the efforts made. Here, we can cite Peter Drucker, who said that there is no efficiency without effectiveness, because it is more important to do well what has been proposed (the effectiveness) rather than doing well something which was not necessarily concerned (Drucker, 2001). Thus, from the above discussion, it is clear that the relationship between efficiency and effectiveness is that of a part to the whole and effectiveness is always a necessary condition for achieving efficiency in any organization. It is the relationship between the inputs (entries), the outputs (results) and the outcomes (effects).
https://ipe.ro/rjef/rjef4_10/rjef4_10_10.pdf

We all know by now that 'efficiency' involves the relationship of input to output. In broadest sense, efficiency encompasses not only the effectiveness but also the overall impact of an action, and so, it is an all inclusive concept. It is concerned with all the effects including the unintentional ones. Thus, impact seeks to measure all the effects of an action, not just those which were intended by the programme. Thus, the concept encompasses within its domain not only how well the objectives of the programme has been met but also the effects of the programme in the community as a whole. The unintended effects may be positive or negative, and if it is negative, it tend to negate the very benefits of the programme. Thus, the concept of efficiency is quite a broad one, covering many aspects within its ambit.
https://link.springer.com/chapter/10.1007/978-3-662-21610-1_10

Efficiency in administration and other New Dimensions:-

1960s and early 1970s were periods of turbulence, instability and confusion and like other social sciences, Public Administration was also shaken by this revolutionary period. It was because the earlier dogmas of public administration 'economy' and 'efficiency' were found inadequate and it began to be felt that efficiency is not the whole of public administration. It was felt that public administration cannot be 'value-free', it also needs to be 'value-oriented'. New Public Administration described this new trend in the field of public administration. The keynote of this new trend was to show an intense sensitivity towards and concern for the societal problems, its parameters being relevance, post-positivism, morals, ethics and values, innovation, concern for clients, social equity etc. Though the doctrine of new public administration was criticized by the critics, yet, it must

be noted that it added new dimensions in the field of public administration. Nigro and Nigro opined that the new public administration has certainly broken fresh grounds and seriously jolted the traditional concepts and has imparted new substance and a large perspectives to the discipline of public administration. (Ashu Pasricha, 2003).

Again, the concept of 'efficiency' was further revised with the emergence of New Public Management. It must be noted here that most of the maxims, principles, guidelines and dictums of efficiency, economy and effectiveness actually emerged from the writings of management thinkers and thereafter, they have been adopted and adapted by the scholars of Public Administration. Historical study revealed the fact that bureaucracies throughout the world have not been able to respond effectively to the environmental challenges on their own and have lagged behind. Thus, introduction of NPM wanted to bring about improvements in the field of administration. However, over the years, one important shift was observed in the thinking of NPM. In the early years, there was stress on de-governmentalization which means the government was expected to be lean. But ultimately it was felt that the imperatives and inevitability of government's role and responsibility cannot be undermined. Particularly for developing countries like India, the role of government in bringing about socio-economic changes and multi-dimensional development cannot be undermined. Thus, we can say that the traditional administrative and managerial theories which emphasized on efficiency, effectiveness and economy have simply assumed a new form under New Public Management. Thus, from the above discussion, it is clear that while the foremost concerns of New Public Administration has been with the goals, values and the spirit of public administration, New Public Management emphasized on the structure and style of public administration. (Ramesh K Arora, 2011).

Different interpretations of the concept of 'efficiency' in public administration:-

Different thinkers also opined differently about the concept of efficiency. We can mention here Max Weber's ideas on efficiency and Rationality. Max Weber's ideas on efficiency and rationality are closely connected with his ideas of authority. Weber mentioned about three types of authority: traditional authority, charismatic authority and legal-rational authority. Weber's third type of authority is legal rational authority, where bureaucracy is the kernel of the administrative system. According to Weber, it is called 'rational' because in it the means are very well designed to achieve certain

specific ends. The administrative staff in the legal rational authority system is bureaucracy and according to Weber, it is the most efficient form of organization. Bureaucracy is capable of attaining highest level of efficiency because the means used are those which can result in best achievement of the stated ends and also in this system, personal whims of the leaders and traditional procedures are not followed. The respective roles of each official are written and the offices are arranged in a hierarchical order. It is most rational and efficient according to Weber, because all the informations are clearly written down and there is no room for confusion.

Next, we can refer to Herbert Simon, who has given his own interpretations of the concept of efficiency. According to Simon, administrative efficiency can be increased with an increase in specialization of the tasks in the right direction. Classical theory said that administrative efficiency increases by grouping workers according to the principles of purpose, process, place and people. But according to Simon, these principles are internally inconsistent with that of specialization. According to Simon, decision-making is the heart of administration and any rational decision is made on the basis of two premises of values and facts. According to Simon, 'efficiency' must be the fundamental criterion of administrative decision, but maintains that there is also a large non-rational, emotional element in man's thinking and behaviour which must be taken into account. Thus, Herbert Simon's contribution is very significant as he stressed on the use of behavioural approach with particular emphasis on the decision-making process.

Next, we can discuss about F W Taylor's concept of management, where he laid stress on the application of scientific methods in the organization which can improve the overall industrial efficiency. Taylor emphasized on the four cardinal principles like: development of a true science of work, scientific selection and training of workers, equal division of work between the management and the workers and co-operation between management and workers, and observed that these principles constituted the crux of "scientific management".

Also, Henry Fayol underscored the need to develop a general approach to the management sciences and emphasized on the application of certain principles to bring about efficiency in management and administration. These principles are like: division of work, authority and responsibility, discipline, unity of command, unity of direction, subordination of individual interest to general interest, order, equity, stability of tenure of personnel etc.

Chester Barnard also emphasized on efficiency in administration, and thus emphasized on the importance of co-operation within an organization and how individual can be induced to cooperate in an organization. Moreover, Elton Mayo emphasized on the understanding of the human factors in work situations, which can ultimately lead towards bringing about efficiency in administration.

Thus, from the above discussion, it is clear that there are different interpretations of the concept of efficiency in the field of public administration. Different administrative thinkers have emphasized on the need of efficiency in public administration.

We can refer here the process of globalization and its effects on the administration of the developing countries. We can say that this era of globalization has further thrown challenges to the developing nations in various forms. Some thinkers opined that the gains of globalization are unevenly distributed. Again thinkers like Stiglitz insists that globalization has the potential to enrich all, including the poor. But, we see growing inequalities and increased poverty in the world. Thus, the unevenness of the process of globalization became prominent with the strong becoming stronger and the weak weaker. Thinkers claimed that whereas the rich and powerful have shaped globalization in their own way (globalization from above), there is also the emergence of a counter-movement (globalization from below) which seeks to give new meaning to the whole process. They believe that the movement for “globalization from below” or democratization of globalization, have their own potentialities. However, the ever-increasing economic disparity between the north and the south, the global-local cultural conflict, the upsurge of ethnic conflicts, increasing inequality between the nations have questioned the rationale of the globalization process, resulting in call for “fair globalization” with the ultimate mission of restoring good governance. The hegemony of the West in the process of globalization has been emphasized by the South Commission. Thus, the above discussion makes it clear that globalization is actually a comprehensive term used to indicate a global society where economic, political, environmental and cultural events in one part of the world has its effects in other parts of the world. However, the fact remains that till now, the developing nations suffers from host of problems like, excessive population increase, lack of capital formation, ill entrepreneurship, debt burden, vicious cycle of poverty etc. (‘Globalization and After’ edited by Samir Dasgupta and Ray Kiely. Sage publications; 2006).

At this critical juncture, the developing nations have to play their role with utmost caution so as to adhere to the international norms and also

to promote development at the national level, by following the dictums of efficiency and that of good governance.

Various Reforms Measures initiated focusing on 'Efficiency' in administration:-

We have already discussed above that David Osborne and Ted Gaebler made an attempt to reorient public administration through their writings and wanted to transform the bureaucratic government into an entrepreneurial government. They suggested that government should be 're-invented'. It was asserted that in the contemporary era of global competition, if the bureaucratic system is based on the classical model, then that will lead to mediocrity and inflexibility. Against this backdrop, a new form of 'governance' was recommended that is never static but is very much adaptable, responsive, efficient and effective and above all, entrepreneurial. Thus, this new trend of NPM i.e., New Public Management has brought into light some of the defects of traditional public administration and thus tried to bring about economy and efficiency in administration through the application of principles of management in administration. Not only that, globalization has its own impact and challenges in the field of public administration. All these new developments have necessitated emergence of new set of rules and modalities in the emerging pattern of public administration. Thus, we can see that in countries like India, various reforms were initiated from time to time and the major thrust areas of all such reforms were to bring about 'efficiency' in the field of public administration. Efficiency issue became the key issue in all the reforms discourse. Various pay commissions also underlined the need of reforms. For example, the Fifth Pay Commission underlined the need of reforms so as to promote efficiency and human resource development. For promoting efficiency, it stressed the need to redefine the functional goals of each governmental organization. However, one problem seen in most of the developing countries is that there has been little systematic efforts towards working out in details the reform measures in reference to the specific contextual requisites. Reforms introduced elsewhere is simply replicated without reference to the contextual needs, possibilities and constraints. But it is very essential to critically examine the need in terms of specific objectives or goals, which needs to be pursued. Then only, the reforms initiated can yield maximum fruitful results. Not only that, democratic and participatory processes needs to be strengthened so as to deal with various problems. Thus, strengthening of the civil society is the need of the hour to increase responsiveness in administration and the reform measures must be deviated in accordance with the respective contexts

and needs of the developing nations. It needs mention here that Osborne and Gaebler has prescribed ten principles through which government can become entrepreneurial and thus can attain efficiency in their domain of work:-

(1) Catalytic government: Government should not only provide services but should also act as catalyzing agent i.e., government must be able to induce all the sectors into action, so that different problems get solved.

(2) Community-Oriented Government: It simply means taking into consideration the citizens in the service delivery process.

(3) Competitive Government: It is the duty of the government to promote competition amongst various service providers.

(4) Mission-driven Government: Government needs to be driven by missions and goals, not simply rules and regulations.

(5) Result-oriented Government: Government must be result-oriented, that is, it must measure the performances of the organizations on the basis of outcomes rather than on inputs.

(6) Customer-driven Government: It means redefining the role of government where clients should be regarded as customers who must be offered choice in the service delivery.

(7) Enterprising Government: Efforts must be given towards earning money, rather than just spending.

(8) Anticipatory Government: Government needs to be anticipatory i.e., they must be able to prevent problems before they actually emerge.

(9) Decentralised Government: Citizens must be taken into consideration in the decision making process.

(10) Market-oriented Government: Application of management and market mechanisms in the field of services rather than relying on the bureaucratic mechanisms. ('Recent Perspectives in Public Administration' edited by Ramesh K Arora, 2011).

In a developing country like ours, new dimensions are always added to the traditional tasks thereby requiring new structures, new orientation and new dynamism and the smooth running of all these huge governmental tasks depends ultimately upon the ability, honesty, dedication and efficiency of the civil services. In the modern welfare and socialist state, state's functions have widened and have become

multifarious. Thus, now the need of the hour is to strike a proper balance between the need of efficiency in administration and also at the same time, to provide security of tenure to the civil servants, so that they can discharge their duties fearlessly, being upright and honest.

Thus, from the above discussion, we understood that the transitional societies, which have attained independence after long years of colonial subjugation, soon after their independence, they have diverted their energies for improving their economic conditions. Under this circumstance, a healthy, well-knit civil service system has become the backbone of the successful working of a democracy. In a modern welfare state, it is the civil service which renders all sorts of services to the people and in all spheres of life and are entrusted with the most important function of executing the policies and programs of the government. Moreover, in the last fifty years, science and technology have brought about various revolutionary changes in almost all facets of human life, but, correspondingly, there is not much change in the 'modus operandi' of bureaucracy. The critics have criticized saying that bureaucracy still projects the classical image and is more rigid than flexible. In the changed situation, the state has assumed the responsibility of multi-faceted development of the society and thus, the realization of the goal of welfare state demands greater initiative and drive from the bureaucrats. [History and Problems of Civil Services in India (vol. II) (Developmental Role of Civil Services) by- P. N Parashar, Sarup and Sons, New Delhi (2003)].

Keeping in mind the significant role played by civil services in the administrative scenario, various committees and Commissions were instituted from time to time in India so as to bring about responsive, transparent, accountable and efficient civil services. Here, we can mention about the Committee on Civil Service Reforms and the ARC (Administrative Reforms Commissions) which have made valuable recommendations for bringing about efficiency in the field of public administration. However, today we come across various news and reports which projects that the entire gamut of civil service is in turmoil along with that of the society. It is because the bureaucrats have recently defamed themselves for indulging into corrupt practices. Exceptions are there no doubt, but many a time, we come across news of bureaucrats getting involved into corrupt practices. Actually, we all know that the bureaucrats are supposed to adhere to the concept of civil service neutrality, which actually means that the civil servants should not be politically biased and must serve different governments in power impartially. They are supposed to render free and frank

advice to the political executives without any political consideration. But unfortunately, while working within the political vortex, it becomes difficult for the civil servants to adhere strictly to the neutrality concept. The civil services face various hindrances and obstacles while adjusting to the new challenges, thereby requiring reforms from time to time so as to bring about efficiency in administration.

Stop to consider:-

Concepts of ‘Good Governance’ and ‘Efficiency’ in the domain of Public Administration:-

Good governance is a concept which has attained tremendous importance in the field of public administration. It emphasizes on efficient, effective, responsive, corruption free and citizen-friendly administration which is essential for developing people’s trust in government and also helps in promoting social harmony, political stability and economic development. Administrative reforms have been initiated in different countries, both developed as well as developing, so as to promote good governance. In the developing countries, the concept of good governance has been identified with various reforms like that of political reforms (participation, decentralization etc), economic reforms (economic liberalization, poverty alleviation etc), social reforms (civil society, social capital or social cohesion), legal reforms (rule of law and independent judiciary) and administrative reforms (accountability, transparency, less corruption, efficiency, effectiveness and responsiveness). Thus, the whole concept of good governance is very much connected with the values of democracy, observance of human rights and rule of law, thereby emphasizing on removal of corruption and strengthening of civil society, people’s participation, transparency, administrative efficiency, and accountability. Thus, good governance emphasizes on responsive and people friendly administration. No reform measures can succeed unless and until the minimum conditions of institutional efficiency are met. We can mention here about Kautilya’s Arthashastra, where it was stressed that traits of good governance lies in the happiness of the subjects in a kingdom and in their welfare. Thus, both the concepts of good governance and efficiency are interrelated because ultimately the quality of governance depends upon the outcomes in terms of administrative efficiency, political stability and economic development.

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SAQ:-

Q. Do you think that reforms initiated from time to time in the realm of administration has really ushered in efficient and corruption-free administration? Discuss.

Check your progress:-

Q.1. what do you understand by the term 'efficiency'? Do you think there is connection between the concepts of efficiency, sustainable development and good governance?

Q.2 Explain how the concept of efficiency was emphasized by various reforms movement in the field of public administration.

Summing up:-

Thus, we have discussed in this particular unit the concept of efficiency in its entirety. We have understood that efficiency is needed in every walk of life. We cannot achieve our goals and objectives, unless and until we follow the path of efficiency. Though different thinkers have opined differently about the concept of efficiency, yet, it is noticed that all of them have emphasized on the importance of efficiency in order to reach organizational goals. We have also seen that various reform measures were introduced from time to time so as to bring about efficiency in administration in both the developed as well as developing countries. Different reform committees and commissions have emphasized on the importance of efficiency in the domain of administration. Starting from New Public Administration to New Public Management, all the developments in the domain of public administration have emphasized on the need of efficiency in their own way. Different theories in the field of administration like Scientific management theory, Human relations theory, Bureaucratic theory etc all have emphasized on the importance of efficiency in administration. It is only when all the functions within the administrative apparatus are discharged with precision i.e., strictly

conforming to the rule of efficiency, then only, administration can attain success.

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UNIT 3

Accountability

1.1 Introduction

1.2 Objectives

1.3 Meaning and Significance of Accountability

1.4 Need of control

1.4.1 Types of control

1.5 Types of Accountability

1.6 Tools of Accountability

1.7 Role of Ethics in keeping Public Administration Accountable

1.8 Changing perspective of accountability

1.9 Conclusion

1.10 Exercises

1.11 References and suggested readings

1.1 Introduction

Accountability represents the most important criterion that distinguishes public administration of democracy from the institutions that exist in an autocratic set up. Public institutions in democracies are accountable to the people. But in an autocratic set up the ruler is not accountable to anyone. It is one of the norms of democracy that the holders of public office should be accountable to the people for the exercise of authority. This is considered an effective safeguard against the misuse of power and abuse of public authority. Hence almost all the democracies of the world have adopted various measures and forms to bring public accountability. Accountability may appear as a simple term or idea but its exercise and implementation is very complex. This chapter is an attempt towards understanding the concept

of accountability and its objectives, forms and measures and related issues.

1.2 Objectives

To understand meaning and significance of accountability

To understand various measures of accountability

To understand role of ethics in bringing accountability

To understand the changing perspective of accountability

1.3 Meaning and Significance of Accountability

The word ‘accountable’ for the first time came into usage in English language in 1583 in financial context. Accountability refers to the liability of government servants to give a satisfactory account of the use of official power to the people. Webster’s dictionary defines it as, “liable to be called to render an account.” According to L. D. White, “accountability is the sum total of the constitutional, statutory, administrative and judicial rules and precedents and the established practices by means of which public officials may be held accountable for their official action.” Many a time administrative accountability and administrative responsibility are used synonymously. But accountability refers to legal and hierarchical locus of responsibility, whereas responsibility has ethical and normative connotations. According to Piffner, “accountability refers to the formal and specific location of responsibility whereas responsibility has a highly personal moral quality and not necessarily related to formal status of power.” He again said that responsibility refers to the public servants responsiveness to public will, while accountability denotes the specific methods and procedures to enforce the public servant’s responsibility. Thus for him responsibility is subjective and works from within and accountability is objective and works from without.

Public accountability refers to the liability of the government servants to give a satisfactory account of the use of official power. Hence it can be considered a check against arbitrary use of authority. Public

official's accountability got a new momentum with the increasing of administrative works under the welfare state system. Here, the government has to perform a large number of activities related to the welfare of the people. Increasing of government's activity automatically leads to the increasing of public official's powers and authority. Under it the civil servants are not only involved in implementation of public policy but also play a very crucial role in formulation of policies. Again in the third world countries where bureaucracy becomes the chief agent of social and economic change and progress, they have to be given a wide range of discretionary authority to perform their functions. As a result need of accountability was felt strongly.

Accountability brings more discipline into the actions of public servants and hence motivates them to deliver better services. It also helps in better analysis of shortcomings in public service delivery and can help to eradicate them in better ways. It will also help in bringing transparency into the system and will establish trust of the people over administration. Accountability also leads to rational decision making in administration.

Accountability has two basic connotations-answerability and enforcement. Answerability stands for the obligation of public officials to inform about and explain what they are doing and enforcement that refers to the capacity of accounting agencies to impose sanctions on power holders who have violated their public duties. Standard institutions of accountability include democratic elections, legislative scrutiny, judicial review, audit, ombudsman etc.

The important elements of accountability are:

Answerability: It refers to the justification of the actions taken.

Enforcement: It implies to the imposition of penalties if justifications are found unsatisfactory.

Responsiveness: It refers to the extent to which action was taken.

Accountability generally is an organizational imperative as it purports to evaluate an organization's performance in terms of its goals. In a democratic government accountability and control are essential aspects of administration. The main norm of democratic administration is that power should be equal with responsibility and the holders of public office should be accountable to the public for the exercise of authority. This is a safeguard against the misuse of power and abuse of public

authority. In short, importance of accountability can be mentioned in the following way-

- a. **Ethical Compliance:** It ensures that requisite ethical standards are followed.
- b. **Optimum utilization of resources:** It ensures that resources are optimally utilized for the greater good of the greatest number.
- c. **Transparency:** Accountability helps in showcasing the transparency of the actions of the individual or organizations for the public.

Accountability places four requirements on public administrators. These are-

- i. Make laws work with a minimum of waste and delay
- ii. Exercise lawful and sensible administrative discretion
- iii. Recommend new policies and programmes as per requirement
- iv. Enhance citizen confidence in administration.

After the second world war (1939-1945) a large number of countries of Asia and Africa got their independence. For the purpose of economic development the most important and powerful machinery is administration. Hence efficiency is required here to the utmost level. For bringing the required efficiency works of all related to administration require to be assessed and here lies the question of accountability. But what has been seen is that in most of these countries people are not politically educated and conscious and because of this public administration and its related works remain beyond scrutiny of the general public. The inevitable consequences are corruption , nepotism, inefficiency in administration etc. Hence accountability emerges as the central part or heart of administration. In realizing good governance true accountability is not only limited to financial, economic but also the responsibility of the government and the people where the people have the right to judge all actions of the government.

Public administration is accountable to whom? Accountability can be presented from two interdependent perspectives-intra organizational perspective and extra organizational perspective. Conventionally the hierarchical structure of organization creates a superior – subordinate relationship where the subordinate is accountable to his superior for his action and the superior is accountable to the political executive or minister and lastly the minister is accountable to the legislature. This

can be called intra organizational accountability. Under this chain legislative accountability is also considered as intra organizational measure. Extra or supra organizational accountability is seen within the measures like judicial intervention, Right to Information, Citizen's Charter etc.

The main objectives of accountability can be identified as follows-

- Promoting efficiency in governance
- Ensuring financial accountability
- Minimizing concentration of power
- Achieving specific ends

Stop to Consider

Accountability in public administration is usually understood as the obligation of government officials to answer for performance to some legitimate authority. Accountability has two basic connotations-answerability and enforcement. Answerability stands for the obligation of public officials to inform about and explain what they are doing and enforcement that refers to the capacity of accounting agencies to impose sanctions on power holders who have violated their public duties.

Standard institutions of accountability include democratic elections, legislative scrutiny, judicial review, audit, ombudsman etc.

Stop to Consider

Accountability and Responsibility- Accountability refers to legal and hierarchical locus of responsibility, whereas responsibility has ethical and normative connotations.

Stop to Consider

(Public Administration is) Accountable to whom?

- To the internal hierarchy
- To the Legislature
- To the Judiciary
- To the Citizens: and
- To the Media

1.4 Control as a device of Accountability

The extent and range of public accountability varies according to the constitutional framework of the country. For instance in direct democracies like Switzerland the control of people over the government and administration is direct and also effective compared to the indirect democracies. In indirect democracies like India control over administration is exercised through legislature, executive and judiciary.

Administrative accountability is exercised by means of various controls as said above. The purpose of control is to compel the public servants to work as per rules and regulations. With the expansion of administrative work need of control has also increased. White says, “power in a democratic society requires control, and the greater the power the more need for control.”

1.4.1 Types of Control-

There are two types of administrative control-Internal and External. The internal control operates from within the administrative machinery and the external control operates from outside the administrative machinery. It is believed that the internal control is sometime more effective than external control

Types of Internal Control-

- i. Hierarchical order
- ii. Budgetary system
- iii. Enquiries and investigation
- iv. Annual confidential Report
- v. Efficiency survey

Types of external control-

- I. **Legislative control-** Budget discussion, Question hour, Parliamentary committee, audit etc.
- II. **Executive control-** Power of appointment and removal of public servants, Rule making power, ordinance, civil service code etc.
- III. **Judicial Control-** judicial intervention or judicial review, Statutory Appeal, extraordinary remedies like Writ etc.

1.5 Types of Accountability

Accountability can be discussed in various forms such as organizational or administrative, legal, professional, political, moral etc. These are discussed below-

i. **Organizational or administrative:** It is the traditional hierarchical accountability within the organization. Max Weber discussed about this kind of accountability in his bureaucratic theory of organization.

ii. **Legal:** Legal accountability relates actions in the public domain to the established legislative and judicial process. This is achieved either by a court action or by judicial review of administrative action.

iii. **Professional:** It refers to balancing the code of profession with a greater purpose of protection of public interest.

iv. **Political:** It is concerned with the legitimacy of any public programme and organization.

vi. **Moral:** Moral accountability is more than obedience to laws and bureaucratic norms. It is at the core of public administration. It is more than obedience to laws and administrative rules.

1.6 Tools of Accountability

There are different tools in existence in different countries to make the public servants accountable. These are discussed in the following table-

Ends	Means
Legitimacy	Constitution and electoral bodies for establishing government, decision making bodies, legislations
Moral conduct	Upholding of social values, concept of social justice, professional values, training
Responsiveness	Public participation and consultation, debates, public meetings, freedom of speech

Openness	Parliamentary question time, public information services, freedom of information, annual reports
Optimal resource utilization	Budgets, financial procedures, audit, formal planning system
Efficiency and Effectiveness	Programme guidelines, feedback system, approval

1.7 Role of Ethics in keeping the Public Administration Accountable

Ethics and accountability are important elements for modern government. It has been realized that performance management alone will not resolve the crisis of lack of accountability. Public servants are expected to be accountable because people expect the public servants to have higher ethical values than businessmen as public service is a public trust and there is the sanctity of public office. In each administrative set up there are wide areas where the public officials have administrative discretion. Here comes the issue of ethics. We all know that in spite of having a large number of measures for keeping the administrators accountable to the public, use of discretionary powers by the officials has remained a very common problem. Under such a situation public officials can render a good account of themselves if they do not lose sight of the ethical dimension. A public official will act in the right manner if he wants, he cannot be forced. While holding the administrators accountable nothing except self control and self regulation can give long run outcomes.

1.8 Changing perspective of Accountability

Classical public administration based on bureaucracy has been the staple of accountability theory. But under New public Management and Good governance theory public administration has experienced a paradigm shift. This has led to a radical departure from the traditional norms and objectives of governance such as enhancing human progress, maintaining law and order, removing poverty and unemployment, public welfare etc. Accountability under all these has undergone through various changes. Earlier the measures of bringing

accountability were ministerial control, parliamentary debates, legislative committees and the ombudsman system. But over the years there has come a change within public administration under neo liberal policies. Accordingly governance has moved towards adoption of new public management policies where the main aim is to reinvent government. Under it a market centered, neo liberal approach that emphasizes on economic growth and productivity has been accepted and implemented. This departure from the traditional system of governance has brought changes in the concept of accountability also. According to some analysts this has brought challenges to accountability in terms of three basic dimensions. These are-

-Accountability for What: Under it more emphasis is given on procedural and economic criteria such as efficiency and productivity than on substantive public concerns like equality and representation. Under the new paradigm the government's role has been transformed to only a facilitator and public accountability as it is conventionally known, gets obscured when the public sector played a direct role in providing goods and services based on concrete socio economic programmes and projects, its activities become more tangible and measurable, and thus easier to scrutinize, in its indirect role to encourage and facilitate the private sector to deliver goods and services-it becomes relatively intangible, immeasurable and thus unverifiable.

-Accountability to whom: Governments in democratic societies have increasingly become accountable to diverse groups and classes of citizens entitled to social services such as education, health and social security. Under the new public management citizens have been redefined as customers and client. Accountability under this consumerist mode of governance is to private affluent customers rather than to the collective public. As a result the underprivileged citizens dependent on state services do not qualify to be customer. The critics in this regard are of the view that this new trend of customer view tends to diminish citizen's rights and excludes common citizens from the purview of public accountability. Hence it is criticized on the ground that public governance today has become more accountable and responsive not to the general public but to the affluent and privileged community of the society.

-How accountability is ensured: The means of achieving accountability, under the new public management have also changed. New sets of institutions, structures and norms have come up and these have brought a remarkable change in this aspect. One such change is the growing power of political executives and politicization of civil

service leading to the violation of one of the basic features of the bureaucracy that is political neutrality. Direct ministerial control as a means of accountability; make the public servants loyal to ministers leading to the ignorance of their accountability to general public. Again autonomisation of public agencies or giving more autonomy to various government agencies has reduced the opportunities of political representatives to scrutinize their activities and diminished the scope of legislative debates over programmes undertaken by the agencies given higher amount of autonomy.

Stop to Consider

Ombudsman

It is a grievance redressing mechanism introduced in Sweden in 1809. Main aim of it was to safeguard the rights of citizens by making it independent from the executive. Lokpal in India is one such ombudsman measures or institution.

Accountability basically provides a very important role in creating a good governance activity as a part of improving public confidence in government performance. Indeed it is one of the main components of good governance. Here the conception of accountability can be seen that government officials are not only accountable to higher authorities but also accountable to public, non governmental organizations, mass media and many other stakeholders. The World Bank one of the main contributors of Good Governance idea has identified three features of accountability-

- i. Salience of micro level accountability as due to expansion of state activity, it has become difficult to apply broad political accountability to numerous functions of government.
- ii. Focus in accountability tends to be on inputs, especially public expenditure, rather than outputs or effects.
- iii. Accountability has mostly been by internal administrative controls, exercised by political leaders, government agencies and bureaucrats acting as proxies for the public.

1.9 Summing up

Accountability is the hallmark of democracy and it is like an important condition for the successful working of government especially of democratic government. It demands that public administration should not only efficient, but above all ethical.

Accountability is a concept that is constantly evolving and often used because it provides an image of transparency and trust for those who run it. Hence it can be considered as an evaluating activity of the implementation process of organizational performance.

Greater decentralization or bringing government closer to people enhances accountability as it can help in reflecting citizen needs and thereby making it easier for citizens to monitor performance of the government and officials. Along with it greater monitoring of public expenditure, social audit etc. can also help in bringing accountability in administration.

Stop to Consider

Social Audit- It refers to the cross verification of government records and data with information on the ground and the sharing of audit findings with government through public hearings.

1.10 Exercises

1. What is accountability? Write about the necessity of Accountability in administration.
2. What are the various tools of Accountability? Discuss.
3. Discuss in brief about the types of Accountability.
4. Analyse briefly about the changing perspective of Accountability.
5. Write about the role of ethics in both administration and Accountability.
6. Discuss briefly about control as a device of Accountability.

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UNIT 4: TRANSPARENCY

Unit Structure:

- 4.1 Introduction
- 4.2 Objectives
- 4.3 Meaning of Transparency
- 4.4 Transparency and Accountability
- 4.5 Transparency in Administration
- 4.6 Transparency and Good Governance
- 4.7 Summing Up
- 4.8 Reference and Suggested Readings

4.1 INTRODUCTION

In Common parlance, transparency means quality of being done in an open way without secrets. In administration transparency denotes a situation where every individual belonging to a particular democratic country has the right (RTI) to examine or instigate that whether the laws, plans, action, policies or decisions taken by the government are correct or not and whether they are beneficial to them or not. We all have heard about the Right to Information Act. This act is emphasizes on transparency by removing the secrecy of administration. It is an effective means to promote democratic ideology. This is why the act is considered a powerful instrument to fight against corruption.

In this block we have so far discussed about rationality, accountability and commitment. Transparency is closely associated with these guiding values of administration. In this unit an attempt will be made to discuss the concept of transparency and its role in administration.

4.2 OBJECTIVES

Transparency is very effective for administration. It helps in strengthening the relationship between employers and employees. After reading this unit you will be able to

- Explain the meaning of transparency
- Trace the relationship between transparency and accountability

- Examine the role of Transparency in Administration
- Draw the connection between Transparency and Good Governance

4.3 MEANING OF TRANSPARENCY

In the contemporary administrative system transparency can be considered as a keyword. Particularly with the rising popularity of democratic systems this word becomes much more important. However, you must remember here that transparency also talks about responsiveness and efficiency. Excessive secrecy in public administration may degrade the system and the citizens may not get the chances to take part in the process. This may lead to the misuse of public power and resources. In the long run, it will have negative impact on the society as well as the governance. Transparency by standing for information disclosure and dissemination and access to decision making may provide the necessary environment for good governance. Therefore, in the present time transparency is very significant as it holds the government or the system accountable, promote good governance, improve public policy by widening the participation of the people, and make the policies more effective. Moreover, it also acts as an effective tool to combat corruption. Transparency can be found in different spheres of administration.

Transparency has been conceptualized in different ways: it stands for increased democratization and performance. Thus it denotes for responsible government. It leads to building trust in the government as well as the whole system. In public administration, transparency implies access to public information like policy documents, cartographic information as well as registry data etc. digitalization of public information also helps in the way of providing a transparent system. However, there is a debate over transparency and privacy at times because of use of such data. We all know that public administration also stores huge personal data for implementing public policies. Therefore, it has to be more accountable for the use of such information which also requires the system to be more transparent. Transparency in public administration also leads to good governance.

While discussing the meaning of transparency, we must note that it has a great impact in the process of public administration reform. By

promoting the level of efficiency, effectiveness and responsiveness, it has paved the way for good administration. Again, we must note that transparency in public administration is sustained by the use of new modern information and communication technologies. The computerization of public data as well as the administrative procedure has led to higher level of transparency as well as good governance,

4.4 TRANSPARENCY AND ACCOUNTABILITY

In this block we have already discussed about accountability. We know that transparency and accountability are closely linked. Infact we can say that transparency is the central theme of accountability. Accountability is defined as a process of “being called to account to some authority for one’s actions.” Or a process of “giving an account. Accountability can be achieved through the mechanism of transparency.

Again we all know that lack of information or inaccessibility to information creates sense of disempowerment, mistrust among the citizens. Transparency empowers people by making government accountable to disseminate information.

Stop to Consider:

Transparency: An Effective weapon against Corruption

Global Corruption Report 2003 noted that “Information is perhaps the most important weapon against corruption.” Accessibility to information plays a key in curbing corruption because

- i) free and guaranteed access to information enables citizens, media and enforcement agencies to use official records as a means to uncover cases of corruption and maladministration.
- ii) Higher transparency may lead to the risk of detecting corruption immediately.

Therefore, 2005 UN convention against Corruption (UNCAC) which calls upon all state parties to ensure public transparency generally, openness in relation to civil servants and funding for electoral candidates

and transparency in public procurement and finances has been signed by has been 140 countries of the globe.

4.6 TRANSPARENCY AND GOOD GOVERNANCE

Transparency is closely linked to Good Governance. Transparency means that decisions taken and their implementation are done through proper rules and regulations. It also stands for free and easy accessibility of information. Good Governance stands for implementing policies through cooperation. The virtues of openness and clarity of transparency makes way for good governance. It gives chance to effective participation of all sections of the society in the administrative process and encourages policy makers to work for the marginalized and the needy and also for the greater good of the society.

In other words we can say that transparency serves to achieve accountability. It means that authorities can be held responsible for their actions. Without transparency and accountability there will be loss of trust among the governed and those who govern. As we have discussed earlier, one important virtue of transparency is openness which further helps in strengthening democracy. Thus it leads to effectiveness of government. It creates a conducive atmosphere for good governance as the relationship between the public and the rulers is strengthened. In India, there are various provisions for bringing transparency in the day to day administration through technical intervention. For example, implementation of e- Office, e-Leave Management system, employee information system etc.

Check Your Progress:

1. Discuss the meaning of Transparency.
2. What is the relationship between accountability and transparency
3. How do you define good governance? How transparency can be a mechanism of good governance?

4.7 SUMMING UP

After going through this unit you are now in a position to explain the meaning of accountability. In public administration accountability is very significant as it leads to more openness and clarity. Moreover, it stands for easy accessibility of data. Computerization has helped in the process of storage of data which in turn helps in making administration more transparent. Transparency by standing for information disclosure and dissemination and access to decision making may provide the necessary environment for good governance. Transparency stands for increased democratization and performance and makes the government more responsible. Reading of this unit has also helped you in learning that there is a close connection between transparency and accountability. Besides, Transparency also leads to good governance. The virtues of openness and clarity of transparency makes way for good governance. It gives chance to effective participation of all sections of the society in the administrative process and encourages policy makers to work for the marginalized and the needy and also for the greater good of the society.

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UNIT 5

Commitment

- 1.1 Introduction
- 1.2 Objectives
- 1.3 Organizational Commitment
- 1.4 Debate on Commitment v/s Politicisation of bureaucracy
- 1.5 Various components of the concept of Commitment
- 1.6 Advantages of Organisational Commitment
- 1.7 Leadership and Commitment
- 1.8 Commitment and collective action
- 1.9 Summing up
- 1.10 References and Suggested Readings

1.1 Introduction:-

Commitment is a very important concept in the field of public administration. It is because whenever an organization is set up, it is set up with certain goals and vision. These goals and ends can be best achieved by persons who are engaged in that organization. If the persons working within the organizations feels motivated, then they will get attached to the organization, and when they get attached to the organization, then only they can give their best and can implement successfully the goals of the organization. This attachment to the organization where one is working is termed as organizational commitment. The concept of organizational commitment plays a pivotal role in determining successful working of the organization. It plays a very crucial role in assessing the loyalty of the employees towards the organization. We all know that the success of any organization depends mainly on the successful implementation of the programmes within it. And it is true that the motivated and committed employees can best serve the purpose. In this particular unit, we will

make an attempt on our part to deal with the concept of Commitment in its entirety.

1.2 Objectives:-

This unit deals with the concept of Commitment, which is a very important concept in the field of Public Administration. After reading this unit, you will be able to:

- *Understand* the meaning of the concept of Organisational Commitment.
- *Analyse* the differences between the two concepts of commitment and politicization of the bureaucracy.
- *Examine* the importance and significance of commitment in the success of organizational goals.
- *Describe* the various components of the concept of commitment.

1.3 Organizational Commitment:-

Organizational performance is a very complex issue and at the same time, a very important component for assessing the activities within the organization. It is complex issue because various components are there which make up its composition and there is no homogenous measure for it. Organizational commitment (OC) and Public Service Motivation (PSM) always has its impact on employees' performance. Various researches have highlighted on this aspect. For example, research by Meyer and Allen (1997) and others have very nicely projected the fact that organizations always value OC because it has a positive impact on good performances of employees and work motivation and it helps in decreasing absenteeism and turnover from the organization. Committed employees are always assets for any organization because they work with complete dedication and also show creativeness or innovativeness which are vital for maintaining an organizations proactive attitude (Katz and Kuhn, 1978). Organization Commitment (OC) is considered to be the bond which an individual develops with the working organization. Thus, there is some common agreement on the fact that the values emanating from OC and PSM potentially have considerable effects on public service performance. It needs to be mentioned here that human resource (HR) management policies and OC are very much connected issues because within an

organization, HR policies have the major aim of increasing the levels of commitment so that positive outcomes can be achieved (Adler and Corson, 2003).
https://www.jstor.org/stable/20447673?seq=3#metadata_info_tab_contents

One of the most popular framework of the concept of organizational commitment is based on the works of Porter and his colleagues (Mowday, Porter and Steers, 1982; Porter, Crampon and Smith, 1976; Porter, Steers, Mowday and Boulian, 1974). They have conceptualized Commitment as an individual's identification with and involvement in an organization. Similarly, O'Reilly and Chatman (1986) defined Commitment as a psychological attachment felt by the person for the organization.
https://www.jstor.org/stable/976829?seq=2#metadata_info_tab_contents

Thus, OC is regarded as a very important concept and is viewed as a psychological contract (Castaing, 2005; Rousseau, 1989). Various studies have suggested that various factors have their impact on OC. Berman and West (2003) suggested that factors like workload, work schedules, responsibility and authority, working relationship with immediate supervisors, interpersonal relations, specific behaviour of employees and managers, job security, rewards, promotion, career development, loyalty etc could be a part of this psychological contract involving employers and employees. From the above discussion, it is clear that a psychological contract is simply a subjective perception about employment relationship and is concerned with the beliefs about mutual obligations of both the employer and the employees. Various studies again highlighted on the fact that the violation of these psychological contract leads to negative work attitudes such as higher employee turnover, decreased job performance and reduced commitment to the organization. Thus, OC is very essential for the development of human capital and a lack of OC can have serious negative implications. Employees with higher levels of OC can fully devote their time and energies towards organizational development. In the current scenario, organizational change is a continuous process which requires support of all who are there within the hierarchical structure. Employees with the higher levels of OC can facilitate the required changes within the organization and can ensure its successful implementation. Keeping this at the back of mind, it is believed that the human resources strategies related to employee recruitment, retention, reward and incentive policies need to be defined in a holistic manner so that the primary objective gets fulfilled which is

encouraging the employees to possess the appropriate level of OC. Thus, from the above discussion, it is clear that PSM is reinforced and strengthened by OC and OC and PSM have a positive impact on performance.

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The following paragraph will explain nicely the role of **commitment** in bringing about organizational effectiveness. ‘Other thing being the same, an organization that has competent, satisfied, *committed* and dynamic people is likely to do better than an organization that scores low on HRD outcome variables. In the same way, an organization that has better HRD climate and processes is likely to be more effective than an organization that does not have them. It is stressed that HRD outcome variables are a step closer to organizations effectiveness. This relationship is depicted in a model linking HRD instruments processes and outcomes and organizational effectiveness’ – Indian Journal of Industrial Relations, vol. 36, july 2000. In today’s scenario, organizations need to be more competitive in order to meet the growing challenges from different fronts. Also, the globalization phenomenon has led to the emergence of the survival of the fittest syndrome. Under this changed circumstances, it is increasingly being realized that machines, technologies and systems only have limited competitive potential, but human resource is the only factor in the value creation process which has got immeasurable growth potential and thus, it is viewed as the most critical to competitive success. Thus, the above discussion proves the fact that the probability and potential for growth in any organization depends to a large extent on the aptitude, resourcefulness, integrity, coverage and dedication of men at all levels. It is true that the overall systems are intended to achieve organization-wide goals and contribute towards organizational effectiveness and productivity and this goal can be best achieved through committed employees. Without high morale and motivation, work is drudgery and supervision is mere slave driving and the employees cannot be forced to get committed towards the organization. (Simmi Agnihotri; ‘Morale, Motivation and Job Satisfaction affecting Human Resorce Management’ from the Book: Public Administration in the New Millennium- challenges and Prospects edited by S R Singh, PPS Gill, Sewa Singh Chauhan and Sanjeev K Mahajan, 2003).

1.4 Debate on Commitment v/s Politicisation of bureaucracy:-

We all know that our country is a vast country which is rich in resources. But despite all the glorious past and rich heritage, the present scenario seems to be quite distressing. The malpractices and unethical practices have become cancerous and have engulfed the entire system. The politicization of the bureaucracy has led to degeneration of the entire system. It needs to be mentioned here that the first two decades soon after independence witnessed significant progress on many fronts and the country seemed well set on the path of steady advancement. However, slowly and slowly, the system has started witnessing serious difficulties and consequent decline. The emergence of groups of unprincipled politicians and “committed” civil servants led to the encouragement of unaccountability and resort to corrupt and unethical practices. This extraordinary precedence given to the rule of “committed” or “loyal” elements in the various services by the political masters has ultimately resulted in thoroughly undoing the laid down principles, rules and regulations. (Depoliticise Civil Services: An Agenda for New Millennium; H Pathak and P Pathak from the book: Public Administration in the New Millennium-challenges and Prospects edited by S R Singh, PPS Gill, Sewa Singh Chauhan and Sanjeev K Mahajan, 2003).

Here, we need to understand properly as to what is actually demanded by the concepts of civil service neutrality, commitment on their part, politico-administrative dichotomy, politicization of bureaucracy etc. The sine-qua-non of sound administrative system is the presence of efficient, disciplined and contended civil service. The service must be neutral in the sense that they must be above party politics and should not have any political considerations. This political neutrality and impartiality of the civil servants needs to be preserved and the responsibility for this lies equally with the political executive as well as the civil servants. However, as truly observed by Paul Appleby, the civil servants should not confuse between the two concepts of ‘political neutrality’ and that of ‘programme neutrality’. When the policies are formulated, it is the duty of the civil servants to render free and frank advice to the political executive and it should not be coloured by any political considerations. And once the policy is formulated, it is the duty of the civil servants to implement the policies successfully. But the traditional concept of civil service neutrality has to confront several difficulties in the context of a democratic socialist order because the civil servants here are endowed with the twin tasks of development and democratization, where strict conformation to

‘politics-administration dichotomy’ is not possible. It is not possible to treat the administrative and political tasks as two distinct and distinguishable functions. It is because bureaucrats these days are increasingly involved in the process of policy-making and more particularly in developing countries this involvement of bureaucrats is very high. Thus, in the present situation what is demanded from and expected from the civil servants is that they should be committed no doubt, but this committed means committed to the Constitutional norms rather than the party in power. It is because political neutrality does not imply indifference towards action or passivity of mind nor does it mean soullessness in the implementation of policies. It simply demands civil service committed to the Constitutional norms and its philosophy and values. But instead, if the civil service gets committed to party politics, then that commitment unfortunately means politicization of service.

1.5 Various components of the concept of Commitment:-

From the above discussion, we have already understood that Organisational Commitment is simply the psychological attachment of an employee towards the organization where he works and it plays a crucial role in assessing the loyalty of the employee towards his organization. It is true that the engaged and satisfied employees are always an asset to the organization because their commitment and dedication helps the organization to reach effectively the goals. It is because such committed employees adopt a proactive and constructive approach to boost growth and development in the organization. There are various factors which determine organizational commitment, which are like:-

(1) Rewarding the employees for their good efforts serves as an incentive which keeps them happy and satisfied in the workplace and thus have a direct impact on their organizational commitment.

(2) Also, good leaders who have a better understanding of the human nature and behaviour, are always able to handle their subordinates effectively and thus the employees gets committed towards the organizational goals and objectives under able leadership.

(3) Job satisfaction of the employee acts favourably in creating commitment because whenever the employee feels secure in his job, he trusts that the organization will always do right for him, which makes him committed towards his works.

(4) Moreover, encouraging decision-making in the employees and involving them in the decision-making process leads to a feeling of ownership within them which leads towards organizational commitment. <https://www.marketing91.com/organisational-commitment/>

Apart from the above discussed ones, the following steps can also be taken within an organization so as to improve the level of organizational commitment:-

(1) Creating a strong teamwork culture and communicating clearly the goals and expectations to the employees.

(2) Transparency and encouraging open communication within the organization.

(3) Maintaining proper work ethics within the organisation and fostering a positive work culture there.

(4) By developing trust and by encouraging innovation.

(5) Providing constructive feedback and not criticism.

(6) Efficiently delegating the tasks within the organization.

(7) By offering incentives.

<https://www.questionpro.com/blog/organizational-commitment/>

The following are the three components of the concept of Organisational Commitment:-

(1) **Affective Commitment:** This type of commitment indicates the emotional attachment of the employee towards the workplace. When an employee has higher level of active commitment, then only he actively participates in the work and offers valuable suggestions and meaningful inputs. Whenever an employee has this type of commitment, he wants to be an integral part of the organization and thus makes a conscious effort to demonstrate his willingness to work through active involvement.

(2) **Continuance Commitment:** This type of commitment gets created when the employee believes that he will lose something important by leaving the workplace and in order to avoid that loss, he remains attached to the organization. This fear of loss may be of different kinds like, fear of loss in terms of friendship, income, social prestige etc. Economic factors like pensions and all also play a decisive role here. The employee gets committed because he feels that he has already invested a vital part of his life and also enough energy in the

organization and all these efforts will go in vain if he leaves the job. This type of feelings results in the development of Continuance Commitment.

(3) **Normative Commitment:** Whenever an employee feels obliged to stay in the organization where he has worked for a long time, then that type of commitment is known as Normative Commitment. Here, the employee feels that it will be unethical to leave the job because the organization has already invested in the employee by offering training at significant levels and also the organization provided him with enough chances so that he can feel like a part of an extended family.
<https://www.marketing91.com/organisational-commitment/>

1.6 Advantages of Organisational Commitment:-

We have already understood the fact that organizational commitment leads to success of the organization. Committed employees are always an asset for the organization. Following are some of the advantages of organizational commitment:

(1) The committed employees are able to identify themselves with the goals and objectives of the organization and thus help in the fulfillment of the goals.

(2) Higher level of organizational commitment makes the employee go beyond his usual work capacity and give more and more to the organization. It is because it facilitates job satisfaction and this helps the employee to devote his energy towards organizational works.

(3) Organisational commitment leads to high morale and motivation amongst the employees which helps them to stay in the organization for a longer period of time. Employee turnover is a serious issue and concern of each and every organization and organizational commitment helps the organization in employee retention for a longer duration. This is cost effective also because it saves the money spent in giving training to the new entrants.

(4) Moreover, organizational commitment helps the organization to get better quality product because committed employee as well as the management always works towards achieving set targets and deadlines.

(5) Organisational commitment leads to a feeling of loyalty within the employee and the employee feels obliged and is willing to make sacrifices for the sake of the organization. A positive work culture is

created as a result which very much supports the mission and vision of the organization.

It needs mention here that effective leadership always plays a vital role in improving the level of commitment amongst the employees within an organization. Here, we are going to discuss how good leaders can infuse the required level of commitment in the employees, thereby leading to organizational success.

1.7 Leadership and Commitment:-

One of the most enduring issues faced by the leaders now-a-days is how to enthuse their subordinates and make them feel motivated and make the most fruitful utilization of the human resources. Despite the fact that affective commitment plays a major role in improving organizational outputs and outcomes and that leadership plays a vital role in its creation, the public management literature was somewhat silent about the leadership factors that generate greater levels of affective commitment. However, scholars like Balfour and Wechsler (1996), Park and Rainey (2007), Srithengrung (2011) and Jackson (2013) emphasized on the fact that transformational leadership has a positive impact on workforce commitment. We all have already discussed earlier that affective commitment is an emotional attachment the employee is having towards the organization, including commitment to aspects of work within the organization characterized by internalization of organizational goals, culture and values, willingness to put in entire efforts to further the organizational objectives and an inclination to stand up in favour of one's organization. And in this regard, leadership has a vital role to play. It needs mention here that roughly 30 years ago, Weiner (1982) provided a definition which explained properly the character of commitment. Organizational commitment is the totality of internalized normative pressures to act in a way which meets organizational goals and interests. However, this definition was later on refined in order to discriminate between different aspects of organizational commitment, using a multidimensional construct that was developed and tested by Allen and Meyer (1990) reassessed by Jaros (1997) and re-evaluated by Meyer (2002) and Jackson (2013). Various researches proved that different levels of commitment have their own role in organizational success. Allen and Meyer (1990) proposed a three-dimensional measure of organizational commitment: affective, normative and continuance commitment. A re-statement of Allen and Meyer (1990) very well highlighted the fact that a workforce having affective

commitment engages properly in the various organizational tasks because they choose to and want to do so. Again the workers having normative commitment do their works properly because they feel morally obliged to do so and the employees with continuance commitment do their works because they need to do so in order to retain their employment or to avoid sanctions. Thus, it is clear to us from the above discussion that employee retention is a significant issue which is faced by the organizations. Some of the researches have linked higher levels of organizational commitment to lower turnover rates (Moynihan and Pandey 2008). If the turnover rate is higher, that adversely effects the organization in terms of financial aspects. It indicates a loss of institutional knowledge and the cost of searching for, hiring and then providing training to a new employee. It may also cause the organization to bear the cost of lower productivity unless the new employee picks up proper speed of work. Also, those who are highly committed may require less supervision (Ivancevich 2005) and ‘willingly give something of themselves in order to contribute to the organisation’s wellbeing’ (Kim 2005). Thus, the above discussion proves the fact that good leadership can increase commitment levels of people within that organization which may significantly impact the financial performance of the organization.

https://www.researchgate.net/publication/269106216_Fostering_Affective_Organizational_Commitment_in_Public_Sector_Agencies_The_Significance_of_Multifaceted_Leadership_Roles

1.8 Commitment and collective action:-

In recent years, various studies have projected the role of commitment in the field of collective action. It is true that all the organizations have certain objectives and goals and individual commitment is an important factor affecting the collective action systems. Individuals with higher level of commitment contribute towards good collective action because they are more likely to get engaged in behaviours oriented towards the collective good. Thus, commitment can motivate individuals to act cooperatively in pursuit of shared collective ends. There are tremendous importance of informal mechanisms in generating the appropriate level of commitment amongst workers. Informal mechanisms such as leadership style, participation in the decision-making process, greater autonomy and discretion and shared norms and values can go a long way in enhancing levels of participant commitment and the willingness to work cooperatively towards attainment of common goals. The informal social structure serves as

the primary basis for creating and sustaining commitment amongst members in the organization. Buchanan (1974) emphasizes on the fact that commitment reflects a sense of identification with the organizational mission, involvement in one's organizational duties and loyalty and affection for the organization. Thus, commitment is regarded as a valuable pre-requisite to effective co-operative efforts. According to Miller (1992), an effective way to build credible commitment in an organization is by establishing structural arrangements that provide the employees with the confidence to invest in the organizational productivity. For example, employees may be allowed to participate in the organizational problem solving process and high-level decision-making and then the employee can feel an increased level of confidence in management's policies. Also, highly visible training and education programmes are signals to the employees that they are considered as valuable human capital to the organization and that they are expected to be associated with the organization for a longer period of time. It is believed that if a high degree of autonomy is given to the members in solving their internal problems, then a high degree of commitment for co-operation can be developed amongst the members of the organization. But at the same time, it is true that in addition to this high degree of autonomy in handling internal matters, it is also very important to create an organizational incentive system so that the group as a whole is encouraged to engage in the activities which are conducive to organizational success. Both the organizational behaviour and the Rational choice perspectives converge on the importance of informal social mechanisms in the process of building commitment amongst the organizational members in order to achieve collective objectives and they focus on the fact that centralized, bureaucratic structures of the past will no longer be an effective means for achieving the desired results. Rather, decentralized and mission-driven organizations have become an important alternative. Ultimately, the success of an organization depends on the self-motivated members who are very much committed to one another and to the mission of the organization.

<Robertson, P. J., & Tang, S. Y. (1995). The role of commitment in collective action: Comparing the organizational behavior and rational choice perspectives. *Public administration review*, 67-80. https://www.jstor.org/stable/976829?seq=2#metadata_info_tab_contents>

Stop to consider:-

Certain Points needs to be discussed here, which highlights on the importance attached to ‘commitment’ and ‘accountability’ by various organizations:

- United Nations Development Programme (UNDP) has identified the process of good governance with certain elements which are like, consensus, people’s participation, transparency, accountability, effectiveness, equity and rule of law, as a part of its agenda for social, human and gender development in the developing countries (UNDP, 1999; Osborne, 1999).
- The World Bank has emphasized on administrative and management reforms. Thus, it has focused mainly on the sound management practices so as to combat corruption and to improve efficiency, effectiveness and accountability in the domain of administration.
- Similarly, the IMF has also recognized the vital importance of rule of law, efficiency, accountability and control of corruption so as to promote stability and sustainable growth.
https://www.jstor.org/stable/42753695?seq=1#metadata_info_tab_contents

Stop to consider:-

We can again discuss here certain propositions regarding the concept of organizational commitment, as highlighted by Meyer and Allen (1997). Three broad propositions are:- firstly, organizational commitment can be regarded as having an affective component which refers to the employee’s emotional attachment and involvement in the organization. For example, employees who are committed are likely to be less absent in workplace and also unlikely to leave the organization. Secondly, organizational commitment also has its continuance or calculative side, when individuals become bound to an organization because they have already invested in it and thus, cannot afford to leave it (for example, a pension plan). Thirdly, organizational commitment has the normative aspect which reflects the employee’s feeling of obligation to remain within the organization (for example, selection, socialization procedures, loyalty attitudes etc).
https://www.jstor.org/stable/20447673?seq=3#metadata_info_tab_contents

SAQ:

It is often said that the three concepts of good leadership, Commitment and Collective action within an organization are inter-related. Discuss.

CHECK YOUR PROGRESS:

Q.1. Discuss in detail about the concept of commitment and its importance in the field of public administration.

Q.2. Discuss about the concepts of Committed, Politicised and Neutrality in the field of Civil Service.

Q.3. What are the different types of commitment? Discuss the role of good leadership in building up collective commitment within the organization.

1.9 Summing up:-

Thus, from the above discussion, it is clear to all of us that Organisational Commitment is simply a member's psychological attachment towards the organization, where he/she is working. Commitment plays a vital role in determining whether an employee will stay with the organization for a longer period of time and whether that person will work passionately towards the achievement of organizational goal. However, the level of commitment depends on multiple factors and also vary from one individual to another. Thus, it is the duty as well as responsibility of the leaders of an organization to infuse the members within that organization with the required level of commitment. It is only when all the members are committed towards the organization, then only organizational goal can be achieved and organization can attain success.

1.10 References and Suggested Readings:-

https://www.jstor.org/stable/20447673?seq=3#metadata_info_tab_contents

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<https://www.marketing91.com/organisational-commitment/>

<https://www.questionpro.com/blog/organizational-commitment/>

https://www.researchgate.net/publication/269106216_Fostering_Affective_Organizational_Commitment_in_Public_Sector_Agencies_The_Significance_of_Multifaceted_Leadership_Roles

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Unit 1

Administrative Corruption

- 1.1 Introduction
- 1.2 Objectives
- 1.3 Administrative Corruption
 - 1.3.1 Meaning of Administrative Corruption
 - 1.3.2 Level of Administrative Corruption
 - 1.3.3 Causes of Administrative Corruption
 - 1.3.4 Types of Administrative Corruption
- 1.4 Administrative Corruption in India
 - 1.4.1 Stages of Administrative Corruption in India
 - 1.4.2 Mechanisms to Fight Administrative Corruption in India
- 1.5 Summing Up
- 1.6 References and Suggested Reading

1.1 Introduction

The word corruption is derived from the Latin word "corruptus," which means corrupted. In legal terms, it refers to the abuse of a trusted position in one of the branches of power (executive, legislative, judicial) or political or other organizations, with the intent to obtain, for oneself or others, material gain that is not legally justified. And administrative corruption is one of the most common forms of corruption in all branches of government.

Government exist to deliver value to their communities and to preside over the 'authoritative allocation of values'. The delivery of value is politically contested. Whatever ideologies prevail or the courses of action taken, they are cornerstone to the public administration. Government may choose to deliver goods and services, or they may choose to regulate their delivery, or may leave them completely alone. They can choose to regulate heavily or lightly, they may regulate the economy, health care, transport, communication, water quality etc. If things are delivered or regulated according to the ethical principles and underpinned by good administration, then the community receives value. If they are tainted by corruption then the community is cheated.

Corruption is a multifaceted phenomenon that involves different types of actors, activities and behaviours. Corruption is one of the most high-profile issues in the contemporary world. According

to the 2011 ‘World Speaks’ surveys, conducted by Globe Scan for the BBC World Service, corruption was the world’s most talked about problem, ahead of extreme poverty, unemployment, the cost of living and crime, violence and security. In low GDP countries, the focus on corruption was even higher, a finding reinforced in a December 2013 statement by World Bank Group President, Jim Yong Kim, that ‘in the developing world, corruption is public enemy number one’.

1.2 Objectives

In this unit, administrative corruption is highlighted. Administrative corruption is regarded as the big malaise in the public administration. After reading this unit, you will be able to:

- *Discuss* the administrative corruption
- *Understand* the causes of administrative corruption
- *Examine* the various provisions to eradicate administrative corruption in India

1.3 Administrative Corruption

Corruption refers to “the misuse of public power, office, or authority for private benefit through bribery, extortion, influence peddling, nepotism, fraud, speed money or embezzlement” (United Nations Development Programme, 1999, New York, UNDP).

Administrative corruption occurs in most, especially state institutions, where individuals, companies and other entities in their operations face it. However, there are difficulties in precisely defining this type of corruption. The term administrative corruption is often understood as a form of corruption, which mainly involves bribing lower employees to avoid fulfilling obligations or to "jump the queue" when enabling some business. On the other hand, the term is often defined too broadly and is thus confused with political corruption or these two forms of corruption are treated as a uniform form of corruption. But the notion of administrative corruption is certainly broader and does not only involve lower-level employees (admittedly, at higher levels of state administration, it is difficult to distinguish between administrative or political corruption) and classic bribery (other forms of accepting, facilitating or giving undue advantage are also present).

Corruption has existed ever since the emergence of human civilizations and governments have been grappling with abuse cases by state authorities. Such crimes as embezzlement, bribery and forgery are not new and are as ancient as governments. Over the past centuries,

there has been a reverse relationship between the appropriate use of power and the expansion corruption. This means that whenever power is used appropriately, corruption is reduced. In one-party or authoritarian regimes, lack of freedom of speech and freedom of the press as well as non-existence of rival political parties lead to deeper damage by administrative corruption and provide many opportunities to commit acts of graft in contrast to multi-party and democratic systems. Political parties, as pillars of democratic societies, can help control the bureaucratic machines of those societies, thus limiting the scope of corruption. Parties in democratic systems have a range of tasks including: institutionalizing political life, selecting politicians, organizing demands of citizens, adapting special interests with public interests, and helping shape the government policy. If performed properly, these tasks will help reduce corruption in a society. The political systems, which claim they are legitimate and consider themselves guardians of ethical and moral values, tend to strictly censor the news about corruption within the regimes and their dealing with different issues is not such as to leak to the media. They publish offenders in such a way that they would not attract the attention of the public and the press. Instances are geographical relocations, change of posts, etc. This is while the governments which are not interested in such slogans certainly tackle corruption more effectively. The economies which are state-run are more vulnerable to corruption. In other words, the government's interference in economic activities is a factor that makes the level of corruption different from one society to another.

1.3.1 Meaning of Administrative Corruption

Administrative corruption highlights two aspects of corruption: bribery (or other provision of unjustified benefit) for the provision of legal services, where corruption occurs so that a business starts running smoothly, to speed up matters, etc. In this case, there is no serious violation of the law, only the modified use of it in a way that is not normal, although the procedure is seemingly legal; and bribery (or other provision of unjustified benefit) for the provision of illegal services or illegal acts with a violation of regulations and laws.

Administrative Corruption is defined as the use of public office for private gain, or in other words, use of official position, rank or status by an office bearer for his own personal benefit. Following from this definition, examples of corrupt behaviour would include: (a) bribery, (b) extortion, (c) fraud, (d) embezzlement, (e) nepotism, (f)

cronyism, (g) appropriation of public assets and property for private use, and (h) influence peddling.

SAQ

What do you understand by administrative corruption? Write in your own words. (80 words)

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.....

1.3.2 Level of Administrative Corruption

In society, administrative corruption occurs at various levels in the entire state administration. There are three levels of corruption.

- Micro level means giving small gifts to public officials for achieving the desired service, which is the officials' duty anyway. Corruption at this level is tied to those officials who deal with documentation and license issuing. People are very tolerant of this type of corruption; it has become a part of everyday life, and the amount of unlawfully acquired funds does not exceed the average monthly salary of an official.
- The middle level includes public officials at a higher level. It is most widespread at the local level, where the local politics, with its help, achieves solutions that fall within the competence of the middle level of public officials. The public does not tolerate such corruption; it can amount to a few monthly salaries of an individual official.
- Macro level corruption, on the other hand, is linked to government procurement, to the conclusion of major contracts, the performance of major work in the country (e.g. construction) and other major investments. It is the most dangerous part of the corruption that takes place in the highest social and political circles and is enabled through the abuse of functions and positions, political power, and the abuse of social status. Such forms of corruption usually remain hidden, and if they are detected, the leading players remain undetected. They are usually representatives of elites who, through corruption, transfer large amounts of money.

Kingsley, however, divided corruption differently. He divided it into three types according to which segment of the public sector it occurs in.

- Individual corruption: Corruption that it is embedded in a relationship or primarily arises in a relationship between an individual citizen and officials or some other state authority.
- Business corruption: Corruption that is embedded in the relationship or primarily arises in the relationship between companies and officials or some other state authority.
- Political corruption: Corruption that takes place among officials in higher public administration positions and at the political level

1.3.2 Causes of Administrative Corruption

The main causes of administrative corruption are low salaries, dissatisfaction of civil servants with work, low professional standards, etc. The important causes of administrative corruption are:

- Corrupt government: such corruption occurs, for example, when ministers or other important political figures extort bribes or decide on projects to be carried out for personal gain, or when the government, in return for political funding or personal gain, provides favourable benefits in terms of contracts with the state or offers protection against prosecution for corruption committed at home and abroad. Such protection only encourages corruption, as those who commit it have little fear of prosecution at home or in the country where the projects are carried out. However, as examples lead, corruption spreads throughout the state apparatus from the top down.
- Lack of a consistent anti-corruption policy in the government: even if the government is not corrupt, the lack of a consistent anti-corruption policy will undermine all the attempts of this government's fight against corruption. For example, if a competent service tries to encourage companies to adopt ethical policies, to regulate anti-bribery laws, to strengthen the prosecution of those companies that have committed bribery or fraud, while another service responsible for other matters (in the same government), whose interests relate primarily to the profitability of a business, demands more lenient anti-corruption laws to protect business interests, lowers the requirements for the disclosure, accountability and prosecution of corruption. On the one hand, the government is thus trying to fight corruption, and on the other, it is jeopardizing such efforts. And in this case, corruption will not decrease.

- Insufficient reporting of corruption: insufficient reporting of corruption generates corruption because perpetrators are not afraid of being exposed.
- Insufficient or inadequate prosecution of corruption: inadequate and insufficient prosecution of corruption will facilitate corruption in both developing and developed countries. If there is no clear evidence that corruption is being prosecuted, unscrupulous individuals and companies will continue to commit it and get rich at the expense of ethical individuals and companies who do not.
- The vulnerability of project officials to corruption: infrastructure projects are usually public sector projects where the state or local community lead and finance a project. Individual officials of the department responsible for the selection and management of these projects may, for a variety of reasons, be susceptible to corruption.
- Vulnerability of other government officials to corruption: other government departments also involved in various infrastructure or development projects (issuance of visas, issuance of import permits, customs clearance, planning permits, permits for land approval, etc.). These employees (especially in developing countries) may have too little incentive to act ethically, especially where they are poorly paid and aware of corruption or are aware of large-scale corruption higher in government circles. Consequently, they may, to improve their income, resort to extortion. Contractors are often in a tough spot and wonder if they will have to comply with extortion requirements, suffer losses and delays on projects, or even have to withdraw completely from a country where extortion is common.
- Lack of publicly available data on corruption convictions: potential lenders, donors and participants should be screened when conducting the due diligence process for a future project. It would also be necessary to find out who the potential main participants in the project are, their employees, joint venture partners and companies from their group, and whether they have been investigated, prosecuted or convicted of corruption. If the countries had a national public register with information on convictions and prosecutions, that would significantly help with due diligence.
- Lack of sufficient data on national infrastructure: corruption that may arise (for example, on a road project) during selection or measuring of a new road for corrupt purposes. The lack of

comprehensive and orderly data on the state of national road networks makes it difficult for lenders, donors or financiers, as well as planners, to determine whether a proposed road project (which may have been approved due to the corruption of an official or minister) is genuinely in the interest of the community, and not carried out solely for private purposes.

- Lack of sufficient data on the comparative price of infrastructure projects, materials and methods: lack of such information means that there is no method of assessing whether the offer price is appropriate. Suppose tenderers agree with covert collusion on pricing. In that case, the bidding prices alone will not be a reliable criterion for selection and the project might be greatly overpaid due to lack of measurable data.

SAQ:

How will you stop administrative corruption? (80 words)

.....
.....

1.3.3 Types of Administrative Corruption

Administrative corruption refers to a condition within administrative system which is caused by frequent offenses by the employees and is far-reaching. This finally prevents the system from functioning effectively and efficiently. These offenses which lead to administrative corruption are of different types.

The most common offenses are: Financial corruption which itself is of several types like bribery, embezzlement, graft in government purchases from the private sector, and graft in government contracts with contractors E-tax fraud

- Using government property for personal use
- Skip the job, fake mission reports, spending time at workplace for things unrelated to one's job.
- Stealing public property by employees.
- Consuming more than needed.
- Preferring relationships to rules and regulations.
- Corruption in terms of identifying and in fighting offenses (tolerance of corruption).

- Corruption in terms of offering government goods and services.
- Corruption in terms of issuing permits for economic and social activities.
- Employment corruption (failure to observe rules and criteria of meritocracy while selecting people or promoting them in the organization).

STOP TO CONSIDER

A political researcher Hayden Hymer divides administrative corruption into three types: black, gray and white. Black administrative corruption is something that is abhorrent to the masses and political elite and the perpetrator must be punished. One instance is accepting bribes in exchange of skipping safety standards for housing. Gray administrative corruption is something that is abhorrent to the majority of the elite but the masses are indifferent to it. An example is negligence on part of employees regarding the implementation of rules that are unpopular with people but the elite believe they are necessary. White administrative corruption is something that on the face of it goes against the law but most members of the society

Gap between the classes, distribution of wealth, income resources, tax rates, inflation rate, the government's financial power to meet the needs of its workers, etc. all lead to the formation of different layers of corruption in a society. The development of communications technology, advanced financial systems, an upgraded educational and welfare system and enhanced management and accounting skills are all reasons why the scale and type of corruption differ in developed and developing nations as they move towards their development goals.

CHECK YOUR PROGRESS

1. Mention the important causes of Administrative Corruption.
2. Discuss about the types of administrative corruption

1.4 Administrative Corruption in India

India is one of the few countries in the world where corruption has corroded public life alarmingly. There are two major actors in public life politicians and civil servants. While political corruption is widely debated and discussed, the bureaucratic corruption does not figure so prominently in public domain. It is true that the former is more dangerous than the latter because of the decisive position of the political masters in democratic governance. But the latter cannot be ignored easily. Significantly, Karl Marx defined them as ruling classes. For Marx, bureaucracy does not hold any organic position in the society. For him, the bureaucrats are parasites and are like apron strings of the ruling political class. In a democratic form of government power of the people is vested in the state. And the state expresses itself through a network of institutions and offices designed for discharging its responsibilities. In every public office the incumbent is entrusted with public power. A modern state has three organs charged with responsibility of rule making, rule application and rule adjudication. And all of them are required to uphold high moral principles. "The problem of ethical conduct for public official arises by virtue of the power he commands, the authority he wields and the commitment of loyal and disinterested service to the public"

Since 1991, economic liberalisation in India has reduced red tape and bureaucracy, supported the transition towards a market economy and transformed the economy. However, though the Indian economy has become the 6th largest in the world, its growth has been uneven across social and economic groups, with sections of society experiencing some of the highest levels of poverty in the world. Endemic corruption contributes to this uneven distribution of wealth. The cost of corruption, perceptible in public sector inefficiencies and inadequate infrastructure, is undermining efforts to reduce poverty and promote sustainable growth.

India has witnessed huge scams and scandals. The Bofors scam, Bihar's Fodder scam, purchases by the Department of Telecommunications, Jain Hawala Case, Lakhubhai Pathak Case, various land grab cases, HDW Submarine case and certain defence purchases have been widely reported in the press and are now the subject matter of judicious scrutiny. There is a widespread perception that corruption in contracts, commodity imports, international financial transactions and violations of the Foreign Exchange Regulation and Income Tax Acts has also increased. In 10 years of UPA rule, India witnessed huge scams namely 2G scam (2008), Satyam scam (2009),

Commonwealth Game scam (2010), Cash-for-vote scam (2011), Coal scam (2012), Adarsh scam (2012), etc.,

Narendra Modi touted the catchy slogan, “Na khaunga na khane dunga”. If the Bharatiya Janata Party (BJP) were elected to power, Modi would neither indulge in corruption, nor tolerate it in his government. It was, at least in part, on the basis of such pledges that BJP stormed to power in the 2014 general election. But, reports and studies emphasize that the country continues to face major governance challenges. There is a lack of transparency in governance rules, procedures are complicated and the bureaucracy enjoys broad discretionary power. Nepotism is embedded in the civil service, journalists are harassed for reporting on corruption and recent years have seen an increase in off-the-books campaign finance arrangements. These findings confirm the prevalence of the bureaucratic and administrative forms of corruption that take place at the implementation end of politics, where the public meet public officials. Bureaucratic corruption pervades the Indian administrative system with widespread practices of bribery, nepotism. India has the highest bribery rate in Asia and the most number of people who use personal connections to access public services, according to a new report by a corruption watch dog named *Transparency International*. The (GCB) – Asia, found that nearly 50 per cent of those who paid bribes were asked to, while 32 per cent of those who used personal connections said they would not receive the service otherwise. The report is based upon the survey which was conducted between June 17th and July 17th, 2020 in India with a sample size of 2,000. "With the highest bribery rate (39 per cent) in the region, India also has the highest rate of people using personal connections to access public services (46 per cent)," the report said.

Bribery in public services continues to plague India. Slow and complicated bureaucratic process, unnecessary red tape and unclear regulatory frameworks force citizens to seek out alternate solutions to access basic services through networks of familiarity and petty corruption, the report said.

1.4.1 Stages of Administrative Corruption in India

Four drivers set the stage for the vast majority of administrative corruption in contemporary India. The first two – Lack of enforcement capacity and regulatory complexity – are deep causes, or foundational characteristics of India's institutions. The other two – inadequate regulation of political finance and shortcomings in public sector

recruitment and postings – are more proximate offshoots of India’s institutional infirmities.

These four drivers give rise to three distinct types of malfeasance: facilitative, collusive and extractive corruption. Most Indians will immediately recognize facilitative corruption from their regular interaction with the state machinery: officials demanding bribes to perform or expedite the basic functions of their job, like issuing passports or ration cards. Collusive corruption involves bribes paid to circumvent regulations, kickbacks from government procurement, and bribes paid to illegitimately obtain government contracts or licences all fit into this category. Extractive corruption comprises diverse crimes, from embezzlement and harassment bribery to shirking and simply not showing up to work.

Check your Progress

1. Discuss about the administrative corruption in India. Mention some of the famous scams in India.
2. Do you think the current BJP Government has been able to stop administrative corruption? Give your answers.
3. Explain various stages of administrative corruption in India

1.4.2 Mechanism for Fighting Administrative Corruption in India

The Government has put in place a well developed legal and institutional framework, with institutions including the Central Bureau of Investigation, the Office of the Comptroller and the Auditor General, and the Central Vigilance Commission. The Supreme Court, in particular, has taken a firm stance against corruption in recent years and made several important rulings. Another achievement in the fight against corruption has been the enactment of the Right to Information (RTI) Act in 2005, which grants citizens access to government information and a mechanism to control public spending. In spite of progress, however, law enforcement remains weak and reforms have a long way to go.

The Santhanam Committee constituted by the Central government has identified certain procedural causes of corruption. These are: red tape and administrative delay; unnecessary regulations; scope of personal discretion; cumbersome procedures; scarcity of goods and services and lack of transparency. Thus, we have a situation

where on the one hand enterprising businessmen are ready to pay “speed money” and on the other civil servants agree to exercise discretion, not infrequently, for ulterior motives. Other reasons for corruption are where officers on behalf of the State engage private companies to perform specific tasks or public works or provide services and these companies, in collusion with officials, indulge in corrupt practices such as overcharging, providing low quality work, etc. Secondly, wide discretionary powers conferred to people with specialized skills and knowledge as in the field of defence projects can lead to corrupt practices. Of late, a number of such scams have unfolded such as Bofors, HDW Submarines, defence purchases, etc. Thirdly, lack of transparency, unclear, ambiguous and technically complicated regulations lead to corruption, as the public is unable to exercise effective control.

A problem that often arises in the fight against administrative corruption is that people often do not even recognize it, because for them, it is already a part of everyday life or they are already completely used to living with it as it is a kind of folklore (generally typical of countries in transition and developing countries, where a gift to an official for service is almost self-evident) and those who get rich because of it do not receive condemnation, but admiration: "He is resourceful!", therefore, a lot of work should be put into prevention and education, because only if people start realizing that they are the ones who are paying for everything, or that they are at a disadvantage due to corruption (poor roads, more expensive health care, slow and poor services of the state apparatus, etc.), a critical mass is formed that establishes zero tolerance for corruption and only thus is a successful fight against corruption guaranteed.

It should be emphasized that different countries have different bases for administrative corruption. Due to low and irregular salaries in some countries, officials salvage their livelihoods through corruption, while in other countries, officials could live comfortably without it (in such countries, corruption is a means of raising personal standards). Consequently, the answer to how to deal with corruption successfully is not unambiguous, as some countries have achieved great successes in a relatively short period (Singapore, Estonia and Georgia), while others have been struggling with it for a long time (the best-known example is Italy).

India's performance on the Global Integrity Index indicates a huge gap between anti-corruption policies and practice. The legal and institutional framework to curb corruption is well developed and the country receives high scores in terms of anti-corruption law and institutions. An analysis was conducted by Transparency India to identify possible gaps between the UN Convention against Corruption

(UNCAC) and the legal and institutional framework in place in the country.

The report confirmed the good quality of the legal framework against corruption in India, with existing legislation in line with most of the requirements of the UNCAC. The largest-and almost only-substantial gap was identified by the report in the area of whistleblower protection. Some of the provisions to fight administrative corruption in India are mentioned below:

- **The 1988 Prevention of Corruption Act** criminalise corruption in the public and private sectors in the form of active and passive bribery, extortion, bribery of foreign officials, abuse of office and money laundering. There is also a 2002 Prevention of Money Laundering Act (amended in 2005). At the local level, state governments have state laws that address specific aspects of corruption.
- **The 2005 Right to Information (RTI) Act** represents one of the country's most critical achievements in the fight against corruption in recent years. Under the provisions of the Act, any citizen may request information from a "public authority" which is required to reply expeditiously or within 30 days. The Act also requires every public authority to computerise their records for wide dissemination and to proactively publish certain categories of information for easy citizen access.
- **The Central Bureau of Investigation (CBI)** is the prime investigation agency of the central government and is generally referred to as a credible and respected institution in the country. It is placed under the Ministry of Personnel, Pensions & Grievances and consists of three divisions: the Anti-Corruption Division, the Special Crimes Division and the Economic Offences Division. These units have the power to investigate cases of alleged corruption in all branches of the central government, but need the permission of state governments to investigate cases at the state level. The Supreme and High Courts can instruct the CBI to conduct investigations. Like the CVC, the CBI has a complaint mechanism on its website.
- **Lokpal** is an anti-corruption body or ombudsman, responsible for looking into corruption complaints at the national level. The Lokpal movement in India was spearheaded by activist Anna Hazare, with his Jan Lokpal movement in 2011. The Lokpal and Lokayuktas Act were passed by the parliament in 2013. In 2019, retired Supreme Court judge Pinaki Chandra Ghose was appointed as the first Lokpal of India.

Jurisdiction: All corrupt cases under the Prevention of Corruption Act, 1988. It covers MPs, Ministers, 'Group A officers in a company or body owned by the government, any officer of a government-financed society or trust or funded by Foreign (Contribution Regulation) Act, 1976 or that gets funds from the public. Excludes PM, judiciary and any action of an MP in the Parliament or Committee.

- The **Lokayukta** is an anti-corruption authority constituted at the state level. It investigates allegations of corruption and mal-administration against public servants and is tasked with speedy redressal of public grievances. The origin of the Lokayukta can be traced to the Ombudsmen in Scandinavian countries. The Administrative Reforms Commission, (1966-70), had recommended the creation of the Lokpal at the Centre and Lokayukta in the states. The Lokayukta is created as a statutory authority with a fixed tenure to enable it to discharge its functions independently and impartially. The person appointed is usually a former High Court Chief Justice or former Supreme Court judge. Members of the public can directly approach the Lokayukta with complaints of corruption, nepotism or any other form of mal-administration against any government official.

STOP TO CONSIDER

Some of the important facts regarding Lokpal and Lokayukta

- In 1809, the institution of ombudsman was inaugurated officially in Sweden.
- In the 20th century, Ombudsman as an institution developed and grew most significantly after the Second World War.
- New Zealand and Norway adopted this system in the year 1962 and it proved to be of great significance in spreading the concept of the ombudsman.
- In 1967, on the recommendations of the Whyatt Report of 1961, Great Britain adopted the institution of the ombudsman and became the first large nation in the democratic world to have such a system.
- In 1966, Guyana became the first developing nation to adopt the concept of the ombudsman. Subsequently, it was further adopted by Mauritius, Singapore, Malaysia, and India as well.
- In India, the concept of constitutional ombudsman was first proposed by the then law minister Ashok Kumar Sen in parliament in the early 1960s.
- The term Lokpal and Lokayukta were coined by Dr. L. M. Singhvi.

- **Benami Property Act 1988**, The term 'Benami' in Hindi translates to 'no name' or 'without name'. Benami transactions or Benami property would be one where a person's own name

is not used but the name of another person or a fictitious person is used instead. Recent amendments have widened the definition of the Benami Property and allow the government to confiscate such properties without any hassles of court approvals.

- **Central Vigilance commission Act 2003**, The Act gives statutory status to Central Vigilance Committee. Central Vigilance Commissioner shall be appointed by President on recommendation of a Committee consisting of the PM, MHA and LoP in LS. It covers AIS officers, Gazetted officers of center, senior members of the PSB banks etc. The Commission, while conducting the inquiry has all the powers of a Civil Court.
- The '**Public Interest Litigation**' (PIL) has been borrowed from American jurisprudence, where it was designed to provide legal representation to previously unrepresented groups like the poor, the racial minorities, unorganised consumers, citizens who were passionate about the environmental issues, etc. Public interest Litigation means litigation filed in a court of law, for the protection of "Public Interest", such as Pollution, Terrorism, Road safety, Constructional hazards etc. Any matter where the interest of public at large is affected can be redressed by filing a Public Interest Litigation in a court of law.

In 2015, the Government of India launched a massive campaign named '**Digital India**'. This was done to make the government services accessible in various parts of the country. The main aim was to improve access to technology to the people of the country and to tackle the issue of corruption.

The Prime Minister of India, Narendra Modi also undertook an initiative to make rural households digitally literate. The massive 2,351.38 crore project is an effort to cover approximately 6 crore households under its umbrella. The project was executed by a body known as PMGDisha (Pradhan Mantri Gramin Digital Saksharta Abhiyan), to achieve its target by the end of March 2019. It will also help people connect with just the touch of a button. The government also wants to make digital payment platforms popular amongst businesses. This will facilitate more people to jump in on the digital platforms and ease doing business across various parts of the country.

Technological approaches to tackling corruption are appealing but face their own set of challenges. Technological innovations still rely on higher levels of government to monitor and enforce punishments for malfeasance, which they may be loathe to do for political economy reasons. In addition, the logistical details of last-

mile delivery can severely hinder effectiveness. Technology-based solutions work best with concerted institutional support, and when they decentralise enforcement, circumvent middlemen bureaucrats, and empower ordinary citizens. For example, a technologically innovative programme in Andhra Pradesh used biometrically authenticated smartcards to decentralise payment-making authority for the rural jobs guarantee scheme and social security pensions, resulting in a more than 40 per cent reduction in leakage. In light of this success, the federal government has a unique opportunity to leverage the Aadhaar unique identity number programme to further marginalize middlemen in service delivery. In the fight against administrative corruption, most of research scholars recommend that:

- Corporations and government organizations must implement structures and cultures that strengthen
- Effective institutional practices and procedures to eliminate corrupt practices; ethical values and practices should be promoted in all corporations and government organizations in order
- To foster discipline and self-restraint of employees who may be tempted to engage in corrupt activities; all employees in companies and government organizations must develop, adopt and sign anti-corruption
- Policies and documents that will show that they are willing to be incorruptible in all their activities; legislators should work to adopt legislative instruments that promote good ethical practices and eliminate
- Corrupt practices in companies and government institutions; the mass media must strive to promote good governance in part of their program continuously,
- Impartial and fair decisions, the rule of law and transparent anti-corruption procedures and structures;
- Whistle-blowers who expose and report all corrupt practices in their organizations should be encouraged.

In short, to summarize the previous findings, in order to prevent administrative corruption, it is essential to set clear rules, transparent laws and clear deadlines, without the possibility of excessive influence in state structures both vertically and horizontally.

Check your Progress

1. Can *Digital India* eradicate administrative corruption in India? Give your suggestions.
2. Discuss about Lokpal and Lokayukta Act in fighting against administrative corruption.
3. Recommend various measures for eradicating administrative corruption in India.

1.5 Summing Up

In conclusion, tackling administrative corruption is a massive task, but the enormity of the challenge should not dampen reformers' spirits. The stakes are high left unchecked; administrative corruption will hamper any nation's ability to grow its economy and to provide opportunities for its young population. Worse, administrative corruption also risks diminishing the faith ordinary citizens have in the rule of law and the democratic system; such distrust can trigger a negative spiral as even honest reform initiatives are viewed with suspicion and stymied. Reformers should take comfort in knowing that they are not forging a new path; the literature is replete with examples of effective, inexpensive and logistically simple solutions. India stands to gain immensely from combining these fixes with the more arduous task of strengthening important institutions and State capabilities. While the ability of these solutions to circumvent weak public sector institutions has its limits, the potential gains from reform suggest that such an agenda should be pursued with urgency.

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Unit II

Red Tape and Procedural Delays

- 2.1 Introduction
- 2.2 Objectives
- 2.3 Red Tape
 - 2.3.1 Definition of Red Tape
 - 2.3.2 Three Kinds of Red Tape
 - 2.3.3 Approaching Different Perspectives of Red Tape
- 2.4 Procedural Delays
 - 2.4.1 Administrative Delays
 - 2.4.2 Judicial Delays
 - 2.4.3 Reasons for Delay
- 2.5 Summing Up
- 2.6 References and Suggested Books

2.1 Introduction

Red tape is the excessiveness of laws, procedures, and rules imposed by the government, which eventually delay organizations' work. It not only plays a negative role in the public sector but also has a profound impact on individuals' job satisfaction, organizational commitment, public service motivation, and work performance. Red tape has become one of the key research topics in public administration. Red tape can be described as 'rules, regulations and procedures that entail a compliance burden without advancing the legitimate purposes they were intended to serve. The negative effect of red tape on procedural satisfaction is likely to be less pronounced for individuals with a managerial position for two reasons. First, managers may actually 'use' red tape in a strategic way. For example, red tape can be used as a managerial tool to delay promotions to other positions or departments within the organization of highly effective subordinates. Policymakers can further their own interests by creating red tape that deliberately limits political and social rights of specific citizen groups. Second, in certain cases, more burdensome promotion procedures also serve a legitimate organizational goal such as ensuring that legal standards are not violated. As Waldo put it 'one man's red tape is another's treasured procedural safeguard', which was later reiterated by Kaufman as: 'one person's red tape may be another's treasured safeguard'. Such procedural safeguards are more likely to be valued by

managers that are able to oversee the larger organizational picture, as opposed to employees that find themselves confronted with (perceived) excessively burdensome procedures blocking their individual promotion or pay raise.

2.2 Objectives

Red tape and procedural delays refer to formal rules and standards which are claimed to be excessive, rigid or redundant, or to bureaucracy claimed to hinder or prevent action or decision-making. After reading this unit you will be able to:

- *define* red tape
- *know* the types and causes of red tape
- *understand* administrative and judicial delays
- *examine* the provisions for judicial delays in India

2.3 Red Tape

Red tape is a broad term that can be defined as procedures and rules imposed on public and private sector organizations that result in negative impact. Employees are the most valuable assets of organizations as their goals and objectives cannot be achieved without employees' input. Many organizations recognize their employees as the wheels of the vehicle; until or unless the wheels move, the vehicle cannot move. Neither can it begin the process of making or maximizing a profit.

2.3.1 Definition of Red Tape

Red tape is defined as rules and regulations, administrative and management procedures and systems, which are not, or are no longer, effective in achieving their intended objectives, and which therefore produce sub-optimal and undesired social outcomes. In many cases, a perfectly sensible bureaucratic procedure can become clumsy through poor interfaces between people, or through poor communication on how the process works. Streamlining procedures and increasing the service orientation of administrative personnel can therefore play an important role in reducing inefficiency and thus reducing costs. Red tape shows up in and between all kinds of organisations, such as the different spheres of government, in the private sector and in civil

society. Although much red tape is created elsewhere in the economic and social system, we specifically focus on red tape that occurs at the local governance sphere, or that shows up in the area of sector or value chains.

The term red tape expresses dissatisfaction. At a symbolic level red tape is an all encompassing symbol for the failures of government machinery. The use of the term may express dissatisfaction with particular elements in the functioning of organizations-for example, procedural delays, excessive reporting requirements, depersonalization of clients, and excessive rule boundedness. Empirical studies on red tape typically have used one of the aforementioned effects of red tape to operationalize the concept of red tape-typically focusing on internal administrative effects-as opposed to its impact on service delivery.

Red tape influences organizational decision making. Such decisions fall into two main types: centralized and decentralized. Most public organizations make centralized decisions partly because their employees have less experience, knowledge, and training as compared with those in the private sector. The performance of public sector employees deteriorates with time, rendering these organizations ineffective, and the mainly centralized decision-making process further reduces employee empowerment. Today, many high-level officials are considering privatizing these organizations because of their poor performance and dissatisfied customers.

SAQ:

Define red tape and its influence on organizational decision making (80 words).

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2.3.2 Three main kinds of red tape

Within the definition given above, three kinds of red tape can be identified within or between organisations:

1. Red tape which is created by rules and regulations that are designed to achieve a specific policy objective and that are thus policy related.

2. Red tape which is created by procedures and systems that do not function in an efficient and effective way due to administrative and management issues.

Most red tape issues can be classified within these two broad categories which exist within or between organisations.

Furthermore, whenever an organisational unit interacts with stakeholders, inefficiencies in communication and knowledge or information transfer may occur. These information and communication failures are a third kind of red tape which emerges between stakeholders:

- 3 Red tape which is created when stakeholders from different sub-systems exchange information or interact.

The interfaces between stakeholders include human and technology interfaces, customer service and transparency. In highly departmentalized organisations, this third kind of red tape may also be an issue between internal units.

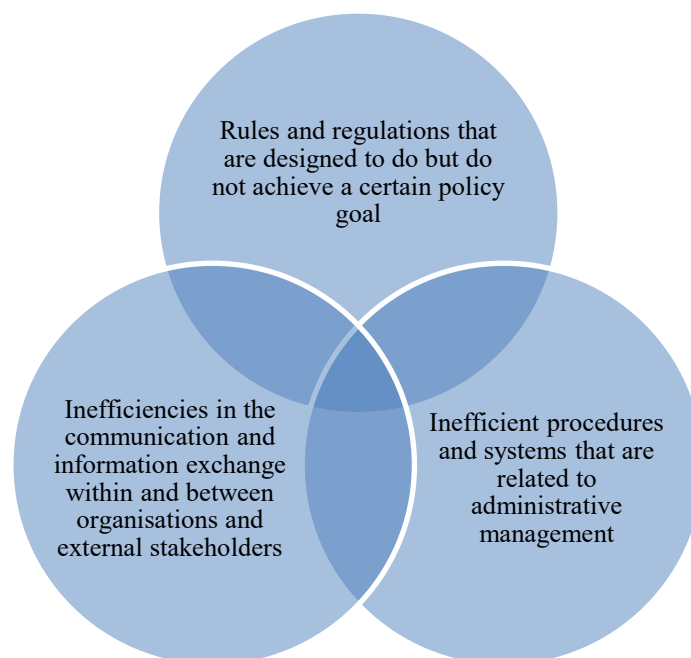


Fig.1

Each category of red tape has distinct symptoms and, more importantly, responds to different approaches of analysis and intervention. In many instances where there are symptoms of red tape, more than one kind of red tape is present.

- **Red tape caused by rules and regulations**

Senior decision makers in local municipalities or local firms must make decisions that affect the behaviour and performance of the resources and people under their control. In some cases, these managers have to respond to or interpret policies shaped higher up in the organisation or legislative environment, with little space for

customisation or flexibility. In other cases, managers at a local sphere can choose how to prioritise the use of resources and people, and how to develop the strategy of the organisation. All of these decisions or legislative requirements can be broadly described as policies that define how an organisation as a whole should behave or perform.

While policies are in most cases developed with good intentions, they often result in unintended consequences, or become ineffective as circumstances change. Perhaps a regulation made sense under a specific set of circumstances, which is no longer relevant. Alternatively, a rule was never properly defined, and people found all kinds of work-arounds, resulting in several changes or additions to the rule. This could lead to the rule becoming difficult to enforce or interpret in a consistent way.

Finally, when management decides not to make a decision about a given issue, either through ignorance or other more important priorities, this can also be interpreted as a policy decision.

- **Red tape caused by inefficient procedures and administrative systems**

Administrative and management procedures and systems are at the operational core of any organisation and therefore affect its performance. The procedures of organisations and their subsystems determine how decisions are made and how people can perform routine or standard operations. For instance, the accounting system may require certain procedures with regard to making or receiving payments, combined with a particular IT equipment and software configuration. Together, procedures, equipment and people are described as a system. It can be the entire system or the procedures involved that are poorly designed. Thus only a holistic perspective of how a system is supposed to function and how it supports the objectives of the organisation will make it possible to refine or enhance performance. All too often, the focus on efficiency improvement is on technological equipment, while the supporting procedures and the human elements are neglected. By definition, there are not too many or too few procedures, suitable or inappropriate equipment, or helpful or unhelpful people. It is the right mix of these elements that enables the system to reach a specific objective.

Typically, there is a close interaction between the procedures and systems and the regulations and rules of organisations. Organisations use procedures to enforce regulations and rules, and use regulations and rules to make procedures work better. Yet many procedures and systems are designed purely from a functional or transactional perspective.

Red tape in administrative and management procedures and systems is caused by a multitude of factors ranging from poor management skills, lack of formal procedures, poor design of procedures, little oversight of the performance of procedures, to staff simply not following procedures. Complicated forms, unnecessary steps, or poor IT systems also create problems at this level. With the broadening of municipal functions, and the increased size of municipalities, the procedural level of management is often under huge pressure because of pressures from the local community for the municipalities to address a wide range of policy issues. At the same time, many private sector actors are also under pressure at this level due to changes in the legal environment and increased international competition.

- **Red tape caused by poor communication and information exchange**

This kind of red tape is caused by the interaction between stakeholders, either within or between organisations, or between an organisation and external stakeholders. These interactions take place through:

- Human interfaces such as interpersonal communication between individuals, teams and organizations
- Technological interfaces that enable communication or automation such as websites, telephone systems and other media
- The usage or consumption of public and private services and goods by people or consumers, such as refuse removal or telephone lines.

There is a close relationship between the procedural level and the interface level. Even carefully designed procedures and systems can become cumbersome if there is too little information available on how the procedure works, or if the staff behind the counters are unfriendly or unhelpful.

Many quick wins can be achieved at this level, because improving service levels can in fact be achieved without senior management involvement. That said, getting administrative staff to 'care' and be helpful can be extremely difficult in an organisation where management is unfriendly or where morale is low due to poor performance or unsatisfactory working conditions. Red tape on this level can be addressed by identifying the various ways the organisational units interface or interact with other units and organisations. With the increased use of information technology, the role of the traditional receptionist as the main interface between organisations is rapidly changing. In the private sector, several

instruments have been developed to make sure that service standards and efficient interfaces are maintained.

STOP TO CONSIDER:

Punjab Anti Red Tape Act, 2021

Aimed at eliminating red tape and promoting efficient delivery of services, the Punjab Assembly has passed the Punjab Anti-Red Tape Act, 2021. The law will enable the government to impose a fine of up to Rs 50,000 on the official concerned for delay in service delivery. It also provides for disciplinary action, including dismissal from the service. The act contains provisions to reduce the cost and burdens of compliance on the citizens and business, through simplified, trust-based procedures that would expedite processes and make governance efficient.

SAQ:

Mention some of the rules and regulations which cause red tape. (80 words)

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Approaching Red Tape from Different Perspectives

Service Delivery		Business Environment		
Infrastructure and Environment	Social Service	Laws, regulations and policies	Procedures and Systems	Interface
Roads	Residential quality	Taxes levies and	Management and structures	Public-private dialogue

Electricity, Energy	Education and research	Town planning	Decision making	Partnership, collaboration
Water and Sewage	Health	Environmental regulation	Reporting structures	Information and consultation
Built and Natural Environment	Recreation	Business sector regulations	Skills and capacities	Service interface
Property and Land	Culture	Licensing	Human resources	Private sector organization
ICTs

Fig.2

A first perspective on red tape is to consider its effects on Local Economic Development (LED). LED can be describe as an ongoing development process between the public, private and civil society stakeholders of a given territory to improve the local economy, in a competitiveness-oriented, inclusive and sustainable manner. It further suggests using the available resources to create conditions which stimulate and enable the general environment in which business is done.

Indeed, initiatives which pursue LED are likely to show very limited and isolated effects on the local economy, if they are designed within a disadvantageous or even hostile local business environment (LBE). Firstly, this approach refers to the regulatory framework and the administrative systems which provide, besides market forces, the rules of the game that shape the decisions and actions of all businesses. Hence it is an approach with leverage, which has to be used responsibly, as it can change the situation of thousands of businesses almost at the stroke of a pen. Secondly, the approach refers to the relationship between the public and private sector, including their organisational arrangements. These allow the negotiation and implementation of the rules of the game. In a decentralised government system, there is an often complex relationship between the spheres of government and the associated private sector organisations.

Policies might be shaped at national sphere, translated into laws at the provincial sphere, and implemented at the local sphere where businesses are operating. Hence regular feedback mechanisms between spheres and across sectors are a necessity.

A second perspective on red tape is service delivery. Organisations such as local municipalities and other government and non-governmental organisations involved in the provision of public services have limited resources to perform a wide range of duties. Some services directly affect citizens and businesses. Other services have indirect effects on the ability of businesses to operate profitably, or citizens to enjoy a certain quality of life. Inefficient planning, poor resource management, vacant positions and service backlogs are often symptoms of red tape that affects service delivery. Inefficient or unclear bureaucratic processes waste valuable time, energy and resources. Furthermore, employees can easily become demoralised and may leave the organisation. In the worst case, red tape creates opportunities for corruption and bribery of officials, who wield power by being able to influence processes or decisions.

1. The rationale for reducing red tape

Not every rule, regulation, procedure or system is necessarily red tape. The purpose of reducing red tape is not to take away all the policies and administrative and management processes. Rather, the aim of cutting red tape is to focus rules, regulations, procedures and systems on achieving their objectives efficiently and effectively. Where this is not possible, it becomes necessary to make sure that people can interact with the policies and procedures in a more efficient and transparent way. In the previous section the different perspectives of reducing red tape were described. Two themes emerged that provide a rationale for red tape reduction:

- The LED perspective: reduce compliance costs for business and thereby improve the business environment, leading to economic growth.
- The service delivery perspective: reduce costs for service provision and increase the use of service.

Addressing red tape to save costs

The cost of red tape first of all affects the budget and resources within the organisation where the red tape originates. In the municipal context, for instance, rules and regulations which are unnecessary or do not help to achieve their policy goals make it more difficult for officials to do their jobs, even when there is no enforcement. Unnecessary or complicated procedures and systems also create costs. There might be increased training costs, compliance enforcement costs and performance monitoring costs for management and staff to use the

procedures and systems. Furthermore, there is also ever-increasing pressure on local municipalities to better utilise their financial, human and physical resources.

Second, the cost of red tape within an organisation does not only relate to its own budget and resources, but also creates costs for other stakeholders interacting with the organisation. In a municipal context, red tape increases the costs of doing business by the private sector directly through:

- Compliance costs: the costs of complying with regulations and procedures in terms of time and money
- Non-compliance costs: fines, bribery, harassment, appropriation of stock (specifically relevant for the informal sector), etc.
- Procurement costs: barriers created by procurement procedures, poor supply chain management or clumsy tender procedure

and indirectly through:

- Ineffective service delivery
- Inefficient or ineffective allocation of public funds

New technologies and ICT create many opportunities to redesign or optimise the performance of procedures and systems in order to reduce costs. However, while reducing costs in the long term may be sensible, the immediate costs of redesigning a system or upgrading to a better technology may require short-term investments that may exceed the financial resources of a department or unit in an organization

2. Addressing red tape to improve the use of services and service delivery

Many symptoms of red tape in an organisation relate to the consumption of the services offered by the organisation. Red tape in the municipal context reduces the consumption of services in many cases, which in the end defeats the objective of government. In the worst case, inefficient service provision has a marginalisation effect. For instance, when a municipal licensing department responsible for vehicle registration and driver's licences is poorly configured, then long queues will develop and the throughput of the system will slow down. Mothers with children or small enterprise owners cannot afford to be away from their homes and businesses to go through such a procedure. This results in fewer people using the service – they then either go to another municipality where the service is faster, or they find illegal means to obtain licences and register their vehicles. The problem may be that although enough resources have been allocated to the department, the procedures and interface have not been designed holistically for efficiency. This is likely to lead to frustrated staff and

service users. A redesign of the 17 entire licensing system, including simplifying the rules, signage, forms and application procedure, may result in the ability to process more license applications and decreased frustration levels.

Again, technologies, such as websites or self-help counters, can greatly improve the delivery of certain services. The interface can be improved by providing forms on a website or by ensuring that people have all the required supporting documents before they start the application procedure. This will save valuable time, and can reduce the length of queues.

STOP TO CONSIDER:

Some of the important measures to reduce red tape

- **Reforming Laws:** Reducing administrative burdens should be a part of making good laws. This objective also contributes to making administrative cultures more responsible and service-oriented.
- **Involving States:** Governments also need to consider ways in which sub-national levels of government can be incorporated into the administrative simplification and regulatory quality process.
- **Reduce the paperwork:** Computers have already made many of the government services faster. It is a way forward to decrease the red tape. Capacity building in IT and communications is required at all the levels of the government, top to bottom.
- **Skill development:** There are officials who are not skilled enough to make government processing faster. It is important to train them properly on the subjects and appoint skilled people.
- **Incentives:** A lot of government employees at the lower level (Group C and Group D) are underpaid. They find no incentive to work efficiently. Efforts must be made to honour workers for their good work and punishing for not achieving timely efficiency.

Check Your Progress:

1. Explain how red tape affects procedural delays. Give an example of service delivery.
2. Discuss about the three main kinds of red tape. Explain in your own words how inefficient procedures and administrative systems caused red tape.
3. Discuss different approaches to reduce red tape.
4. Write a note on how technologies can reduce red tape.

2.4 Procedural Delay

The concept of 'delay' is itself an ambiguous one. Presumably, the complaint is that more time is necessary for a particular decision than the critic thinks is necessary. This, of course, presumes the existence of a norm or reasonable time for the handling of average cases. But that yardstick has not been established as yet. "Delay" is a pejorative word. The term assumes that the time consumed for a particular decision is undue or unreasonable. The assumption is that a substantial saving of time is possible without impairing the quality of the decision, the rights of the participants or other social values involved.

2.4.1 Administrative Delay

An administrative delay is another cause of corruption. In many countries, the administration moves very slowly. Administrative procedure and practices are cumbersome and dilatory. This added by the negative attitude of the bureaucracy and red tapism. The files move endlessly from one desk to another because everyone wants to avoid the responsibility of taking decisions. This results in delay in administration action whether it is responding to the request of an ordinary citizen or work of a big project. Projects are rarely completed in time, resulting in cost over-runs.

Administrative delay captures the amount of time required to complete core organizational tasks such as purchasing items, hiring and firing personnel, contracting services, and changing policies. Administrative delays are associated with organizational interest in information technology and affect organizational risk-taking culture. Delays may be caused by ineffective rules or by bad management, but delays may also be attributed to differences in norms and informal behavior or to uncontrollable events. Furthermore, delays can derive from organizational centralization, or a lack of resources. Most important, the very notion of administrative delay is essentially a social construction. The concept of administrative delay has been studied in a variety of fields and to a variety of purposes. For example, legal scholars have focused on effects of delay on legal justice, economists have emphasized impacts on regulation and political scientists have attended to the use of administrative delay as a tool for political control. Delays may be caused by ineffective rules or by bad management, but delays may also be attributed to differences in norms and informal behavior or to uncontrollable events. Furthermore, delays can derive from organizational centralization, or a lack of resources.

Scott and Pandey (2005) use a different theoretical approach and draw on attribution theory to argue that individuals assign the causes of their circumstances to either an external force, or to factors internal to the individual. Individuals with an external attribution are more likely to perceive rules as unnecessary, illegitimate and something beyond their control as opposed to individuals with an internal attribution. In the context of administrative delay, individuals with an external attribution are likely to feel more frustrated and vexed as a result of certain rules than individuals with an internal attribution. In turn, these feelings of frustration about delays will likely be associated with higher levels of red tape.

Administrative delay likely leads to higher levels of red tape, as administrative delay hinders the achievement of goals and objectives, both for the individual employee and the organization as a whole. Delays may be caused by ineffective rules or by bad management, but delays may also be attributed to differences in norms and informal behavior or to uncontrollable events. Furthermore, delays can derive from organizational centralization, or a lack of resources. Most important, the very notion of administrative delay is essentially a social construction.

Organizational performance is a very broad concept that has been studied in a multitude of contexts. While many existing studies focus on performance management and measurement in the public sector, there is little research on the detrimental effects of red tape on organizational performance. Here, we focus in particular on two dimensions of performance related to red tape, namely red tape complaints made to the organization by clients and employee perceptions that red tape hinders their service abilities. Linking the study of administrative delay to these red tape – related organizational performance dimensions is in line with the existing red tape literature, as well as a wealth of prior research in public administration that looks at the performance of public organizations in terms of serving their clients' needs.

The concept of administrative delay has been studied in a variety of fields and to a variety of purposes. For example, legal scholars have focused on effects of delay on legal justice, economists have emphasized impacts on regulation, and political scientists have attended to the use of administrative delay as a tool for political control. No field has been more active than public administration in conducting studies of administrative delay. Most often, however, the focus of studies of administrative delay has been as an operationalization of red tape, with researchers acknowledging that administrative delay is a surrogate indicator of red tape and not a perfect one.

Since most previous research in public administration has used administrative delay as an operationalization of red tape, it stands to reason that there has been minimal focus on its causal effects on perceived red tape. The effects are not patent. For example, it is at least possible that administrative delay, if steady and unchanging, would have no effect at all on perceived red tape but rather would have an effect on shaping baseline perceptions and expectations. In this light, administrative delay can result in adverse effects on organizations' employees who may feel frustrated and discouraged when often confronting delays viewed as unwarranted and we can expect that these feelings may in some instances spill over to reduced quality of service abilities.

Administrative delay and red tape may be caused by very different factors. Some of these factors may be administrative in nature (e.g., the number of days required to complete an organizational task), while others may be subjective (e.g., an individual's bureaucratic personality). When viewed in connection to organizational performance, performance may be improved by streamlining unnecessarily lengthy and time-consuming procedures in some cases, while in other cases clarification of such procedures may be a more effective approach. This line of reasoning reiterates the necessity for future research to carefully disentangle the objective and perceptual components of administrative delay and red tape.

SAQ:

What do you understand by Administrative Delay? (80 words)

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2.4.2 Delay in Judicial System

The term delay denotes "a case that has been in the Court or judicial system for longer than the normal time that it should take for a case of that type to be disposed of." In an adjudicatory system, whether inquisitorial or adversarial, an expected life span of a case is an inherent part of the system. No one expects a case to be decided overnight. However, difficulty arises when the actual time taken for disposal of the case far exceeds its expected life span.

- **Judicial Delay in India**

Indian judiciary is last hope for citizens of India. Unfortunately the judicial system in India is based on the Evidences and facts, not conscience or morals, so it should be easier, once having the facts at hand; all it needs is an argument and hearing and quicker pronouncement of Justice. A judicial system that cares only about evidences and facts shouldn't worry about taming the souls of the plaintiff and the defendant with time rather give justice as quick as it can, this delay/denial of justice leads to increasing "Out of Court settlements" which are cheaper and quicker thereby leading to the loss of trust in our Judicial System.

The preamble to the Indian constitution, inter alia, declares that: "We the people of India having solemnly resolved to constitute India into a sovereign, socialist, secular, Democratic Republic and to secure to all its citizens - Justice, social, economic and political. But six decades after Independence, we have endless laws, but not enough justice. The founding fathers of our constitution placed "Justice" at the highest pedestal and our preamble to the constitution placed justice higher than the other features like liberty, equality and fraternity. People use to go to the judiciary in quest of justice.

Indian judiciary is one of main pillars of democracy, it along with media is one to which people look upto while administrative system and police is accused of being highly corrupted. Indian politicians, bureaucrats and police are among least trusted people of India, while judiciary is seen as least corrupted and institute that does stand for people of India.

Various committees have been formed to investigate causes of pendency time and again. For instance, Rankin Committee was set up in the year 1924 on delay in civil cases in High Courts and subordinate Courts. Further, a High Court Arrears Committee under the chairmanship of Justice S.R. Das was appointed in 1949. In 1969, Hidayatulla Chief Justice presided over a committee to look into the problem of arrears in all its aspects. Later on, Justice Shah was appointed the Chairman of the Committee. The Committee was known as High Courts Arrears Committee, 1972. The main stride was made by the committee formed under Justice Malimath. On the recommendations of Malimath Committee amendments were made in 1999 and 2002. It aimed at speedy disposal of cases. The Amendments of 1999 and 2002 were made effective from July 1st, 2002. The suggestions of the committee and resulting amendments thereto are as follows:

- Time Limit for filing Written statement, amendments of pleading, issuing summons etc., must be prescribed. It was withdrawn due to pressure from lawyers/advocates.
- So far as possible parties must try to decide or settle the cases outside the court. A new section, Section 89, was introduced.
- To record the evidences by issuing the commission instead by presence before the court of law. Commission for collecting evidences can be issued now under section 75 of CPC.
- Time frame need to be provided for oral argument before the court of law.
- Restriction on right to appeal.

SAQ:

Write a short note on various committees formed to look into judicial delays in India. (80 words)

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- **Provision under Civil Procedure Code Relating to Speedy Trial**

It is considered to be a fact that any holdup in the court proceedings clearly leads to injustice. An unreasonable delay in providing the judgment is in itself unfair to the party that is accused and he should be discharged of his offence if there does not exist any genuine rationale for the happenings. However, this may not happen in every scenario as such delay may be due to certain extra-ordinary allegations and the only option is the instruction by the court to make the process faster. To further this objective of expediting the legal process, the rights of parties to enter into a compromise or take back their suit is recognized.

- This is through Order XXII, Rule 3 which "parties either to abandon a claim, or to request the court, to record the compromise between the parties."
- Through the insertion of Rule 3A, the objective was further bettered as a person cannot appeal from a compromise decree ensuring a trial that is faster and more justice-oriented.
- One of the cardinal inclusions into this system has been the Section 89 through the amendment of 1999 which provided greater efficiency to the system of Lok Adalats. These changes brought in newer elements that if it known to the court that if a

settlement can be brought forward, it shall make the conditions of such a settlement and pass on to both the camps for their analysis. After the court receives such comments, it shall either continue with the settlement or refer to other modes of settlement such as arbitration etc. The focus lies on the point that the courts must be faster in its justice delivery and unnecessary delays must be avoided at all costs. Another prime component of CPC is Summary Procedure.

- To make sure that the trial process is being done in a quick manner with cases being done with quickly Section 47 of the Code explains that the questions which arise between the two sides of the suit that was passed, or through their legal representatives and in relation to the summation of the decree, shall be pronounced by the court not through any other different suit.

The Code of Civil Procedure has been amended different times and such amendments have brought forward certain changes to ensure that the trial procedure is shortened.

- The amendment regarding Section 148 was that courts had the authority to expand the required period for an act.
- The amendment limited it to a month through Section 13 of the Amendment Act in 1999. Also, there was a limit that was fixed towards numerous actions like the time-period for the statement to be made by the defendant and the application for summoning the witness being made.
- An amendment to Rule 9 and Rule 9A of Order V put into reality the responsibility of putting forward the summons to the defendant. Also, this amendment expressly authorizes the use of newer means of communications like couriers etc.
- Another important amendment in this respect has been "Section 27 of the CPC (Amendment) Act, 1999 and Section 12 of the CPC (Amendment) Act, 2002": The amendment provided the commissioners with the power to record evidence and such power not to be restrained just to themselves. Prior to this amendment, the judge used to be over-burdened and it was a cause of delay but through such delegation, the process has become much faster.

SAQ:

Write a short note on Lok Adalats. (80 words)

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2.4.3 Reasons for Delay

Many factors are responsible for delay in dispensation of justice. Some prominent causes of delay are following:

- **Vacancies in Judiciary**

This is the most important cause of delay. Now-a-days, this is one of the most debatable issues. Huge number of vacancies poses a major setback for the speedy justice. Even in Supreme Court, sanctioned strength for the judges is 31 while working strength is just 25 that means six posts of judges are still vacant. Perhaps, on this issue both judiciary and executive are at daggers drawn. Few months back, Supreme Court lambasted the Centre and asked "whether the Centre intends to bring the entire judiciary to a grinding halt by sitting on recommendations of the collegium for appointment and transfer of judges to High Courts across the country."² Further, our country has witnessed a lot of hullabaloo over the issue of NJAC. NJAC i.e. National Judicial Appointment Commission was a proposed body established through Ninety-Ninth Amendment Act, 2015 for the appointment of judges in higher judiciary. But later, NJAC was struck down by Constitution Bench of Supreme Court as unconstitutional. Therefore, Apex Court again upheld the collegium system for appointment of judges. The present NJAC row also crippled the appointment in judiciary.

- **Inadequate number of courts**

This is another matter of concern which leads to pendency of cases. Inadequate number of courts proved a major setback for the justice delivery system. Law Commission of India in its Report No. 245 deals with the establishment of additional courts in elimination of delay and speedy clearance of matters. Similarly, Honorable Supreme Court in the matter of *Imtiyaz Ahmad v. State of U.P.* also directed Law Commission for creation of additional courts.

- **Judicial officers not able to tackle those cases involving specialized knowledge**

Lack of specialized knowledge on the part of judges directly lays an impact on the justice delivery system. With the advancement of science and technology, many new offences have been emerged e.g. cyber pornography, cyber stalking etc. For dealing with such kind of offences, many Judicial officers are required to have specialized knowledge.

- **Abuse of Public Interest Litigation**

Now-a-days, courts are over-flooded with frivolous PILs. Frivolous PIL is not connected with the public interest. But under the guise of PIL, petitioner wants to serve his personal motives and consequently it causes delay in deciding many important cases. Perhaps, for this reason Bhagwati J. cautioned against misuse of PIL in a landmark judgment of Janata Dal v. H. S. Chowdhari. Therefore, PIL should not be filed for personal and political motives.

- **Lack of adequate arrangement to monitor, track and bunch cases for hearing**

There is a lack of proper mechanism to monitor, track and bunch cases for hearing as a result, it will waste the time of the court and contributes in the pendency of cases.

- **Frequent Transfer of judges**

This is another important reason which retards the justice delivery system. Sometimes, the new judge orders for de novo trial which delays the justice delivery process.

- **Role of administrative staff of the court**

Role of administrative staff is very significant in speedy disposal of cases. If they don't perform their duties properly that will hamper the speedy trial.

- **Large number of appeals**

Large number of appeals also impedes the speedy disposal of cases. Courts have to spend their precious time in disposal of the large number of appeals. As a result, courts cannot devote their time in the disposal of other important matters.

STOP TO CONSIDER:

Section 5 of the Indian Limitation Act, 1963 (Act 36 of 1963) is an enabling provision to assist the litigants who failed to do an act within the prescribed time period as originally fixed under the various enactments. For example, a litigant who failed to file an Appeal before the superior courts within the permissible time period as originally fixed then he can file it after the expiry of the prescribed time period provided he has to show "sufficient cause" for non-filing the Appeal within the time period. Likewise while running a case either before the subordinates' courts or any superior courts; the litigants have to file necessary applications under various enactments for smooth running of the case, but if such applications have not been filed in-time then he can file it later on provided he has shown "sufficient cause" for late filing of the same.

Check Your Progress:

1. Define Judicial Delays.
2. Discuss about Judicial delay in India. Mention few examples.
3. Discuss the reasons for judicial delay in India.
4. Write a note on Code of Civil Procedure and its various amendments.

2.5 Summing Up

After going through this unit you are now in a position to analyze the hazards of red tape and procedural delays in public administration. Red tape and procedural delays pose as the obstructions and impediment in the good governance. It is understandable that the anxiety to avoid delay has encouraged the growth of dishonest practices like the system of speed-money. In other words, we can say that red tape and procedural delays cause corruption. Red tape is the excessiveness of laws, procedures, and rules imposed by the government in which eventually delay organizational works. On the hand, procedural delays create stagnancy in goals and objectives of the organization. Procedural delays are related to actions such as legal decisions, financial practices, and operational actions and decisions. Although, various preventive measures are taken in India to reduce red tape and procedural delays yet India has been the victim of red tape and procedural delays. In order to eliminate red tape and procedural delays an effective administration of public affairs and reducing of the cost and burden of compliance on the citizens and business through trust based procedures is necessary.

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UNIT 3

Right to Information

- 1.1 Introduction and background
- 1.2 Objectives
- 1.3 Meaning of Right to Information
- 1.4 Significance and rationale of Right to information
- 1.5 Views of administrative thinkers on the importance of Right to Information
- 1.6 Right to information and transparency
- 1.7 Right to information: The Global scenario
- 1.8 Right to information in India: genesis and enactment
- 1.9 Right to Information Act, 2005
 - 1.9.1 Important Provisions of RTI Act, 2005
- 1.10 State information Acts
- 1.11 Right to Information: issues and concern
- 1.12 Some relevant cases
- 1.13 Summing up
- 1.14 References and suggested readings

1.1 Introduction and background:

The time that we live in is known as the ‘information age’. In this ‘age of information’ information can be sent from one part of the world to another part very easily. For instance, we can send an electronic mail to any part of the globe within a second. This is because of the revolutionary scientific development that had taken place over the last few decades. Due to scientific development there has been revolutionary change in the field of communication technology. However, it is unfortunate to note that the functioning of the government in many countries both democratic and non-democratic is still marred by the hangover of the permit ‘licence raj’ and there is an inherent unwillingness amongst government servants to part with information regarding the working of the government. Besides, there have been instances of high corruption in the government due to lack of transparency in the government functioning. Hence, there has been

an increasing demand for greater accessibility to information, mostly in order to curb corruption and promote greater accountability of government agencies towards the citizens.

Moreover, in any democratic country to get information from the public authorities is the basic right of the citizens. This is because of two reasons, firstly a democratic government should be transparent in order to promote efficiency and accountability, and secondly, the citizens are the tax payers of the country. Hence, every citizen has the right to know how the government is functioning. The citizens should be informed about various socio-economic and political issues. It is the duty of the government to make the citizens informed about the activities of the government.

1.2 Objectives:

This unit is designed to help you understand the right to information, significance of right to information, right to information at global scenario and various other issues of right to information. After reading this unit you will be able to-

Learn the meaning, background and the significance of right to information.

Understand the right to information in global scenario and the position in India.

Explain the relationship between information and transparency.

Critically understand right to information and e-governance.

1.3 Meaning of Right to Information:

Right to information is a fundamental of every citizen in a democratic country. Hence, there is an urgent need to understand the meaning of Right to information. In a common parlance, right to information means the freedom of people to have access to government information. It implies that the citizens and non-governmental organisations should enjoy a reasonable free access to all files and documents pertaining to government operations, decisions, and performance. In other words, it means openness and transparency in the functioning of government. Thus, it is antithetical to society in public administration.

According to the Indian legislation (RTI Act, 2005), "right to information" means the right to information accessible under this Act which is held by or under the control of any public authority and includes the right to—

- (i) inspection of work, documents, records;
 - (ii) taking notes, extracts or certified copies of documents or records;
 - (iii) taking certified samples of material;
 - (iv) obtaining information in the form of diskettes, floppies, tapes, video cassettes or in any other electronic mode or through printouts where such information is stored in a computer or in any other device.
- As rightly observed by **Paras Kuhad**, “secrecy as a component of executive privilege or transparency through right to information-which of the two be adopted as a paradigm for governance. Both offer public interest as their rationale. Which in fact serves public interest and can they be harmonised.”

In 1992, the **World Bank** released a document entitled ‘**Governance and Development**’. The document has mentioned eight aspects or elements of governance- one of them being transparency and information. The Asian Development Bank in its report released in 1995 entitled “**Governance: Sound Development Management**” has identified four basic elements of good governance where one of them is transparency. By transparency the report refers to the availability of information to the general public and clarity about government rules, regulations, and decisions.

SAQ:

What do you mean by Right to Information?

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1.4 Significance and rationale of Right to information

As mentioned at the very outset that in a democratic country the citizens must be kept informed about the functioning of the democratically elected government. **Since** information is power hence, it is indispensable for the functioning of a true democracy. The right to information is necessary due to the following reasons:

- i. ***RTI makes administration accountable:*** Administrative accountability is imperative in any organization. Eminent Professor of Political Science and Public Administration, S. R. Maheshwari in his book *Indian Administration* (1996) says that accountability is a concomitant of administrative responsibility, being the obverse side of the coin, and thus construed, it is intrinsic to any organization: concepts like hierarchy, span of control, unity of command, supervision, etc, are all accountability-promoting and enforcing mechanism. To achieve the goals and objectives in any organization administrative accountability is very important. However, in a democratic country the administration should be accountable to the citizens. It is an essential aspect of public administration in a democratic government. Since the citizens are the tax payers of the country, the administration should be answerable to them in every issue. Right to information holds the administration accountable.
- ii. ***RTI increases people's participation in administration:*** Right to information increases people's participation in administration. Through right to information the people are getting access to the decision-making process of the government.
- iii. ***RTI reduces corruption in public administration:*** Administrative corruption has become a public concern for the first time during the Second World War (1939-45). There are different forms of administrative corruption. In India, the Central Vigilance Commission has identified twenty-seven modes of corruption. However, the magnitude of corruption is very high in the administrative system where there is lack of transparency. In such administrative system, the public have hardly any right to access the information of government policies, schemes, works, records etc. Due to lack of transparency there is extravagant expenditure of public funds by government servants. On the contrary, openness in public administration reduces the scope of corruption. The World Bank in its report entitled '*Enhancing Government Effectiveness and Transparency-The Fight Against Corruption*', 2020 says that openness can lead to a stronger relationship between government and citizens, increasing levels of trust and social capital.
- iv. ***RTI reduces abuse of authority:*** Right to information enables the citizens to have access to government information such as

government files, documents, records etc the chance of abuse of authority by the public servants is very less.

- v. ***RTI enhanced openness and transparency in public administration:*** Right to information enhances transparency and promote an environment that is less conducive for corrupt activity.
- vi. ***RTI is a tool of good governance and inclusive democracy:*** Right to information is an instrument to curb the culture of secrecy and brings transparency in administration. And transparency is the cornerstone of good governance. Right to information is a tool to realize good governance. And good governance is a process to make democracy strong, effective and inclusive.
- vii. ***Citizen empowerment:*** In a representative democracy, government is run by the representatives who are elected by the people. Hence, in a democracy all the citizens have the legitimate right to know the decisions of the government. Right to Information enables the citizens to inspect various government records, works, files, documents etc. They can seek information on various public matters. This right makes the people able to demand for information and makes it compulsory for the public authority to provide the information within a stipulated timeframe.

Moreover, the right to information reduces the gap between administration and people. It makes people aware of administrative decision-making. It facilitates better delivery of goods and services to people by civil servants. It also promotes public interest by discouraging arbitrariness in administrative decision-making.

SAQ:

What is good governance? How does right to information ensure good governance in a democratic country?

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1.5 Views of administrative thinkers on the importance of Right to Information:

The importance of right to information has been highlighted by eminent administrative thinkers and practitioners from time to time. The following statement made by eminent administrative thinkers and practitioners highlight the importance of right to information:

Woodrow Wilson: “I for one have the conviction that the government ought to be all outside and not inside. I, for my part, believe that there ought to be no place where everything can be done that everyone does not know about. Everyone knows corruption thrives in secret places and avoids public places.”

James Madison: “People who mean to be their governors must arm themselves with power which knowledge gives. A popular government without popular information or the means of acquiring it is but a prologue to a farce or tragedy or perhaps both.”

Lord Action: “Nothing is safe that does not show that it can bear discussion and publicity.”

Stop to consider:

Supreme Court of India: In a series of verdicts the SC also recognised that the right to know is an intrinsic part of the right to freedom of speech and expression. The court has opined that the citizen has a fundamental right to information, that is, to ‘know’, in order to formulate and express his or her views. The fundamental right to know is also further strengthened by the right to life and personal liberty, and also by the right to equality, both of which are provided for by the Constitution of India, since this implies that all stakeholders must have an access to the facts that affect their lives.

British Franks Committee (1972) “A government which pursue secret aims , or which operates in greater secrecy than the effective conduct of its proper functions require, or which turns information services into propaganda agencies, will lose the trust of the people. It will be considered by ill-informed and destructive criticism.”

Justice Douglas of USA “Secrecy in government is fundamentally antidemocratic, perpetuating bureaucratic errors. Open discussion based on full information and debate on public issues is vital to our national health.”

Justice P.N. Bhagwati says “Where a society has chosen to accept democracy as its creedal faith, it is elementary that the citizens ought to know what their government is doing.”

Check your progress:

1. Define the right to information?
2. Discuss the significance and rationale of right to information.
3. Discuss the views of administrative thinkers on right to information.
4. Discuss the views of the Supreme Court of India on right to information.

1.6 Right to information and transparency:

How decisions are being taken in government? What contains in a government file? What is the status of Police Verification Report? Who got selected in an interview? Are the government officials working honestly? How money is being spent in a public agency etc is thousands of questions frequently come in the mind of common people. Since the government is run by the elite class these questions are very common for the citizens. The right to information is the answers to all these questions. This right makes the citizens to demand for information of various government schemes, policies, works, records, files, decision making process etc. The right to information act also imposes obligation on public agencies to disclose the information suo-moto. Right to information is against the culture of secrecy in administration and brings transparency in administration.

The right to information also improves efficiency in administration. It also improves the quality of decision making in public administration. This right increase citizen’s participation in administration directly or indirectly which makes the democracy inclusive and strong.

The World Bank in its report of 1992 entitled “***Governance and Development***” observed that “good governance is central to creating

and sustaining an environment which fosters strong and equitable development and it is an essential complement to sound economic policies” (Bhattacharye, 2007). Apart from the World Bank, a number of multinational organizations have reflected on the concepts of good governance and transparency. Prominent among them are the United Nations Development Programme (UNDP), Organization for Economic Cooperation and Development (OECD), and Asian Development Bank etc. The Asian Development Bank in its report of 1995 entitled **“Governance: Sound Development Management”** has identified four basic elements of good governance: (1) accountability, (2) participation, (3) predictability, and (4) transparency. According to the report transparency refers to the availability of information to the general public and clarity about government rules, regulations, and decisions. The report also argues that access to accurate and timely information about the economy and government policies can be vital for economic decision making by the private sector.

It is worth mentioning that the acceptance of right to information is not a new trend. This right is supported by one of our *Vedas*. According to *Rig Veda* “*let noble thoughts come to us from direction*” as a citizen everyone needs to participate not only at the time of election but at the time when policies, laws and scheme are being made and are being implemented (Yadav, 2018).

1.7 Right to information: The Global scenario

Sweden is the first country in the world to enact the RTI law in 1766. The enactment of the RTI law in Sweden was motivated by the parliament’s interest in access to information held by the king. In this Sweden, access to government documents is a right, and non-access an exception. After 185 years, Sweden was followed by other Scandinavian countries. Thus, Finland adopted Freedom of Information law in the year 1951. After Finland, Norway and Denmark have made similar legislations in the same year (1970).

So far as United States is concerned, the US passed its first RTI law in 1966 and the act was amended in 1974. There were basically two reasons for the amendment, firstly, to limit the exceptions (the documents which the government may keep in secret), and secondly, to provide for penalties for withholding the information or acting in an arbitrary manner (Laxmikanth, 2013). The interest in RTI took a leap forward when the United States, reeling from the 1974 Watergate scandal, passed a tough FOI law in 1976, followed by

passage by several western democracies of their own laws (France and Netherlands 1978, Australia and New Zealand 1982, Canada 1983, Columbia and Denmark 1985, Greece 1986, Austria 1987, Italy 1990). By 1990, the number of countries with RTI/FOI laws had climbed to 14.

As of September 2013, at least 95 countries had nationwide laws establishing the right of and procedures for, the public to request and receive government-held information including big powers like India, China, and Russia. The continents with highest numbers of RTI law is Europe. As many as 46 countries have RTI laws or regulations in force. In Europe countries like Luxemburg, Andorra, Cyprus, Kazakhstan, Spain, Turkmenistan etc do not have RTI laws.

Fifteen countries in the Americas and six in the Caribbean had access to information laws as of September 2013. Sixteen countries in Asia and the Pacific have access to information laws.

So far as Africa is concerned only nine countries namely Angola, Ethiopia, Guinea Conakry, Liberia, Nigeria, Rwanda, South Africa, Uganda, Zimbabwe) have access to information laws, and two have actionable ATI regulations (Niger and Tunisia). In South Africa, the right to information is guaranteed by the constitution itself. The right of the citizens have been further reinforced by enacting legislation in 2000 (Laxmikanth, 2013)

It is noteworthy that only three countries in the Middle East have information laws namely Israel, Jordan and Yemen.

To sum up, till September 2013, at least 95 countries of Asia, Africa, Europe, Americas, Middle-east, Asia-pacific have enacted RTI laws. However, there are many countries which have not enacted right to information laws.

Check Your Progress:

1. What do you mean by transparency?
2. How does right to information bring transparency in administration? Discuss.
3. Discuss the position of right to information at global level.

1.8 Right to information in India: genesis and enactment:

India enacts information law much later than the Scandinavian countries. However, the enactment of information law in India was

not an automatic process. The law was enacted by conceding to peoples demands for transparency. It needs special mention here that India inherited a culture of secrecy from the colonial rulers. The colonial rulers always maintained a distance from the people. Although the British Parliament passed the Indian Evidence Act in 1872 which allowed the citizen a right to inspect public documents but their administration was largely relied on the culture of secrecy. This culture of secrecy creates distrust among the people. As a result, people's faith in government also reduced. This culture of secrecy continued even after independence. Ranbir Singh argued that "the culture of secrecy continued even after independence, and even after India became a republic. It has continued for the last fifty-six years. It is unfortunately true that the government of independent India functioned in the same milieu as that of the colonial government until recently. Secrecy had been the rule and transparency an exception".

Stop to consider:

Laws and rules that favour secrecy in administration:

- (i) Indian Evidence Act, 1872.
- (ii) Official Secrets Act, 1923
- (iii) Commission of Inquiry Act, 1952.
- (iv) All-India Services (Conduct) Rules, 1954.
- (v) Central Civil Services (Conduct) Rules, 1954.
- (vi) Railway Services (Conduct) Rules, 1956.

However, the democratic political set-up of India had put a big challenge to this colonial culture of secrecy. In post independence India, the democratic political set-up led to the growth of the demands for transparency in government. However, there are various issues and events that led to the demand for transparency. Issues like rampant corruption in government establishments, licence raj, culture of secrecy, lack of transparency in government offices, bureaucratic red tapism, failure of representative democracy, nepotism, triggered the people to put pressure the government for transparency. Besides, tragic disasters like train accidents inspired the people and the people's representative in parliament and state legislative assemblies to make public the findings of inquiry committees which were set up to enquire those events.

Shekhar Singh in his article “**The Genesis and Evolution of the Right to Information Regime in India**” observed that:

“Perhaps the humiliating war with China, in 1962, more than any other single event, marked the end of the public’s honeymoon with the Indian Government. The poor performance of the Indian army in the face of Chinese attacks, and the rapid loss of territory to China, shook public confidence in the government like nothing had done before. The euphoria of the freedom movement and independence had finally faded.

People started questioning government action and inaction like never before and suddenly there were more persistent and strident demands for information and justification.”

The Right to Information movement got impetus in 1970s when the Supreme Court of India ruled that Right to Information was a fundamental (human) right.

Stop to consider:

Supreme Court of India and RTI:

In 1975, the Supreme Court, in *State of UP vs Raj Narain*, ruled that: “In a government of responsibility like ours where the agents of the public must be responsible for their conduct there can be but a few secrets. The people of this country have a right to know every public act, everything that is done in a public way by their public functionaries.

They are entitled to know the particulars of every public transaction in all its bearings. Their right to know, which is derived from the concept of freedom of speech, though not absolute, is a factor which should make one wary when secrecy is claimed for transactions which can at any rate have no repercussion on public security” (**Justice Mathew ruled in the Raj Narain case**).

Another significant development with regard to the enactment of the information law was the *SP Gupta & others vs The President of India and others*, 1982, AIR (SC) 149 case. In that case, the court held that right to information was a fundamental right under the Indian Constitution. The judges stated that: “The judges stated that: “The concept of an open Government is the direct emanation from the right to know which seems implicit in the right of free speech and expression guaranteed under Article 19(1) (a). Therefore, disclosures of information in regard to the functioning of Government must be the rule, and secrecy an exception justified only where the strictest

requirement of public interest so demands. The approach of the Court must be to attenuate the area of secrecy as much as possible consistently with the requirement of public interest, bearing in mind all the time that disclosure also serves an important aspect of public interest” (SP Gupta & others vs The President of India and others, 1982, AIR (SC) 149, p. 234).

Stop to consider:

Constitution of India and RTI:

The Constitution of India has no direct provision expressly conferring right to information to the citizens; however, the apex court has been stating since 1975 that right to information is an intrinsic part of the following fundamental rights granted by the Constitution of India:

- (i) Right to freedom of speech and expression (Article 19).
- (ii) Right to life and personal liberty (Article 21).

Although the Supreme Court ruled several times that right to information is a fundamental rights, however, it's noteworthy that there was little effort from the Government to enact and institutionalise the information law. After the Bhopal gas tragedy of 1984, again the demand of transparency in environmental matters raised by different environmental activists and organisation.

Stop to consider:

Bhopal Gas Tragedy:

The Bhopal Gas tragedy occurred in 1984 where more than 40 tons of methyl isocyanate gas leaked from a pesticide plant in Bhopal, India, immediately killing at least 3,800 people and causing significant morbidity and premature death for many thousands more. After the disaster various environmental groups petitioned the apex court asking transparency in environmental matters. Despite all this, the information law was not institutionalised.

In 1990s, there was a significant development towards the institutionalisation of right to information act. There were several people's resistance emerged in 1990s such as Anti-Arrack Movement, National Fish Workers' Movement, etc. And one of the important people's resistances was the Right to Information movement. With the birth of the Right to Information movement various people's

organisation come together to put sustained pressure on the government towards institutionalisation of information law. The movement started in 1990 by a mass based organisation called the Mazdoor Kisan Shakti Sangathan (MKSS) in Rajasthan under the leadership of Aruna Roy, Nikhil Dey, Shankar Singh and others.

Stop to consider:

Movement for Right to Information:

One of the important movements of 1990s was the movement for Right to Information. The movement was initiated by Mazdoor Kisan Shakti Sangathan (MKSS) which was established in 1987 in Rajasthan under the leadership of Aruna Roy, Nikhil Dey, Shankar Singh and others.

MKSS took the initiative in demanding records of famine relief work and accounts of labourers. The MKSS started movements at the grassroots level and transformed the whole RTI movement in India into a mass based movement. It's noteworthy that earlier the Right to Information movement was basically an urban movement. Unlike the MKSS movement it didn't achieve the mass based character. This is because of the fact that the earlier movement was pushed by a few urban activists and academics.

The demand of the MKSS "was first raised in Bhim Tehsil in a very backward region of Rajasthan. The villagers asserted their right to information by asking for copies of bills and vouchers and names of persons on the muster rolls who have been paid wages on the construction of schools, dispensaries, small dams and community centres. On paper such development projects were all completed, but it was common knowledge of the villagers that there was gross misappropriation of funds. In 1994 and 1996, the MKSS organised Jan Sunwais or Public Hearings, where the administration was asked to explain its stand in public" (*Politics in India since Independence, NCERT, 2006*).

The movement of MKSS had a small success when they could force an amendment in the Rajasthan Panchayati Raj Act to permit the public to procure certified copies of documents held by the Panchayats. The Panchayats were also required to publish on a board and in newspapers the budget, accounts, expenditure, policies and beneficiaries".

In August 1996, MKSS formed National Council for People's Right to Information (NCPRI) in Delhi (Gandhi Peace Foundation) to raise RTI to the status of a national campaign. It had, among its founding members, activists, journalists, lawyers, retired civil servants and

academics. In order to ensure the fundamental right to information the NCPRI was in a view to enact to get an information law enacted by the government. Accordingly after much debate and discussion the NCPRI drafted a bill of the information law which was later on sent to the Press Council of India. The Press Council of India was chaired by Justice S.B Sawant, who was a retired judge of the Supreme Court of India. After examining the draft bill by the Press Council of India a few suggestion and modifications were suggested by the council. The draft bill was then presented in a large gathering in Delhi which was attended y several participants and political parties. The draft bill was discussed at length and breadth by the participants and finally endorsed by the participants including the representatives of the political parties attended **(Singh, n.d)**.

After that the NCPRI sent the draft bill to the Government of India which a request to convert it into a law. As a response to this the Government set up the Shourie Committee headed by Mr. H.D. Shourie with a mandate to examine the draft bill crafted by the civil society groups and prepare draft legislation on the freedom of information. The committee had submitted its report to the government in 1997. The report of the Shourie committee was criticised severely for not adopting a high enough standard of disclosure. However, the government didn't pay much attention to introduce the Right to Information Bill in the Parliament as it was opposed such move. However, the government as a delaying tactics referred the Shourie Committee draft legislation to a Parliamentary Committee.

In the interim, in 1999 Mr Ram Jethmalani, then Union Minister for Urban Development, issued an administrative order enabling citizens to inspect and receive photocopies of files in his Ministry. Disappointingly, the Cabinet Secretary did not permit this order to come into effect.

It is worthwhile to mention here that in 1993 the Consumer Education and Research Council, Ahmadabad (CERC) proposed a draft RTI law. Besides, the Fifth Pay Commission (1994-1997) recommended for the abolition of the Official Secrets Act and introduction of Right to Information Act.

Despite sustained pressure from different quarters the Right to Information Act was not enacted by the Union government due to the opposition from several quarters within the government. Although the government didn't pay much attention towards the enactment of the information law but the government was alarmed with the growing

demand for transparency. It is noteworthy that, there are several corrupt bureaucrats and politicians within the government opposed to opening of government process to the people. They saw the right to information bill as a threat to their corrupt practices. On the contrary many other bureaucrats and politician were enthusiastic about the passage of the bill. However, there are several other civil servants who feared that the enactment of such law would be misused by vested interest to harass and even to blackmail the civil servants.

It is interesting that while a segment of bureaucrats and political leaders were opposed to the enactment of the freedom of information law, on the contrary the judiciary time and again held that the right to information is a fundamental right and hinted that the government should ensure that the public could effectively exercise this right.

Meanwhile, in 2000 a case had been filed in the Supreme Court questioning the unwillingness of the government to facilitate the exercise of the fundamental right to information. This case continued till 2002. The government uses all its resources to postpone any decision towards the enactment of the right to information law. However, the court lost its patience and gave an ultimatum to the government. Consequently, in 2002, a weak Freedom of Information Act was legislated but never came into force. In 2004, RTI Bill was tabled and received presidential assent in June 2005.

SAQ:

Briefly discuss the role and contribution of judiciary towards the enactment of Right to Information Act in India.

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1.9 Right to Information Act, 2005:

After a long struggle, agitation, debate and controversies, in 2005, finally the Information Act saw the light of the day when the parliament enacted a new legislation-the Right to information Act in 15 June 2005. The Act received presidential assent on 22 June, 2005. The Act came into force from 12 October, 2005. This new act replaced the old Freedom of Information Act, 2002. The RTI Act,

2005 extends to the whole of India except to the state of Jammu and Kashmir (*Section-1 sub-section-2 of RTI Act, 2005*).

Although Right to Information is not included as a Fundamental Right in the Constitution of India, it protects the fundamental rights to Freedom of Expression and Speech under Article 19(1)(a) and Right to Life and Personal Liberty under Article 21 guaranteed by the Constitution.

The Right to Information Act, 2005 provide for setting out the practical regime of right to information for citizens to secure access to information under the control of public authorities, in order to promote transparency and accountability in the working of every public authority (*RTI Act, 2005, Ministry of Law and Justice, Govt. of India*).

According to RTI Act, 2005, information includes records, documents, memos, e-mails, opinions, advice, press releases, circulars, orders, logbooks, contracts, reports, papers, samples, models, data material held in electronic form and information about private bodies can be accessed under existing laws by a public authority. By “public authority” the act means any authority or body or institution of self- government established or constituted—

- (a) by or under the Constitution;
- (b) by any other law made by Parliament;
- (c) by any other law made by State Legislature;
- (d) by notification issued or order made by the appropriate Government, and includes any—
 - (i) body owned, controlled or substantially financed;
 - (ii) non-Government organisation substantially financed, directly or indirectly by funds provided by the appropriate Government (Section 1 (h) of the Act).

Stop to consider:

Central Information Commission:

Section 12 of the RTI Act, 2005 provides for Central Information Commission.

It was constituted by the Central Government by notification in the official gazette.

The Chief Information Commissioner and number of Central Information Commissioners (not exceeding 10) are appointed by the President on the recommendations of a committee. The Chief Information Commissioner and Information Commissioners shall be persons of eminence in public life with knowledge and

experience in law, science and technology, social service, management, journalism, mass media or administration and governance. The committee consisting of:

- 1) Prime Minister as Chairperson;
- 2) Leader of the Opposition in Lok Sabha; and
- 3) A Union Cabinet Minister to be nominated by the Prime Minister.

State Information Commission:

It is constituted by State Government by notification in official gazette under section 15 of the RTI Act, 2005. The State Commission consists of the State Chief Information Commissioner and number of State Information Commissioners (not exceeding 10). These Commissioners shall be appointed by the Governor on the recommendations of a committee consisting of:

- 1) The Chief Minister as the Chairperson;
- 2) The Leader of opposition in the Legislative Assembly; and
- 3) A Cabinet Minister to be nominated by the Chief Minister.

1.9.1 Important Provisions of RTI Act, 2005:

Some of the important provisions of the act are mentioned below:

1. It provide for the appointment of an information officer in each department to provide information to the public on request.
2. It fixes a 30-day deadline for providing information; deadline is 48 hours if information concerns life or liberty of a person.
3. Information will be free for people below poverty line and for other, fee will be reasonable.
4. The Act imposes obligation on public agencies to disclose information suo-moto to reduce request for an information.
5. Government bodies have to publish details of staff payments and budgets.
6. It provides for the constitution of a Central Information Commission and State Information Commissions to implement the provisions of the Act. They will be independent high-level bodies to act as appellate authorities and vested with the power of a civil court.
7. The President will appoint a Chief Information Commissioner and governors of states will appoint state information commissioners for a period of five years.

8. The Chief Information Commissioner (on par with the status currently accorded to the chief election commissioner) will be selected by an empowered panel comprising the Prime Minister, leader of Opposition in the Lok Sabha, and a Cabinet Minister nominated by the prime minister.
9. The Chief Information Commissioner and the State Information Commissioner will publish an annual report on the implementation of the Act. These reports will be tabled before Parliament and state legislature.
10. The Act overrides the Official Secrets Act, 1923. The information commissions can allow access to the information if public interest outweighs harm to protected persons.
11. The Act carries strict penalties for failing to provide information or affecting its flow. The erring officials will be subject to departmental proceedings.
12. The information commission shall fine an official Rs. 250 per day (subject to maximum of Rs. 25,000) if information is delayed without reasonable cause beyond the stipulated 30 days.
13. The Procedure of appeal in case the information is denied like this-first appeal to superior of public information officer, second appeal to information commission, and third appeal to a high court.
14. Section 8 (1) of the Act lists all the exemptions. Some of the important exemptions are- information, disclosure of which would prejudicially affect sovereignty and integrity of India, the security, strategic, scientific, or economic interests of the State, relation with foreign State or lead to incitement of an offence. Besides, Intelligence and security organization like the Intelligence Bureau (IB), Research & Analysis Wing (R&AW), BSF, CISF, NSG and so on are out of the purview of the Act. However, information pertaining to allegations of corruption or violation of human rights by these organizations will not be excluded. Moreover, information which could constitute the contempt of court, breach of privileges of Parliament or the State legislature; Cabinet papers including record of deliberations; information which would endanger the life or physical safety of any person; information available to a person in his fiduciary relationship; information received in confidence from foreign government are out of the purview of the Act.

15. All categories of exempted information to be disclosed after 20 years except cabinet deliberations and information that affects security, strategic, scientific, or economic interests, relation with foreign states or leads to incitement of offence.

(Source: Laxmikant, 2013, and RTI Act, 2005)

Stop to consider:

File notings not exempt from disclosure-

Applicants have a right to access a file and file notings are an integral part of any file which cannot be exempted from disclosures-Satyapal v. T.C.I, Appeal No. ICPB/-1/CIC/2006 decided on 31.1.2006 (CIC); Payere Lal Verma v. Ministry of Railways, Appeal No. CIC/Ok/A/2006/00154, decided on 29.1.2007 (CIC); S.R. Goyal v. Department of Personnel and Training, No. CIC/WB/A/2008/00883, decided on 24.09.2009 (CIC).

1.10 State information Acts:

As mentioned earlier that the RTI Act, 2005 extends to all the states and union territories except the erstwhile state of Jammu and Kashmir. However, it is worth mentioning that there are at least nine states that passed their own state information act even before the enactment of the central legislation i.e. the RTI Act, 2005 due to the growing demands for right to information. The first state to enact its own state information law is Tamil Nadu in 1997 followed by Goa in 1998. Three years later Rajasthan and Karnataka passed their state information act in 2000. In Rajasthan, the Right to Information movement was initiated by social activist Aruna Roy who founded the Mazdoor Kisan Shakti Sangathan (MKSS) along with Shankar Singh, Nikhil Dey and many others in 1987. After Rajasthan and Karnataka, few more states namely, Delhi (2001), Maharashtra (2002), Assam (2002), Madhya Pradesh (2003), and Jammu and Kashmir (2004) passed their state information act. It is noteworthy that Maharashtra repealed its earlier Right to Information Act of 2000 to bring out an improved one in 2002. Campaign efforts in other States have also had some success. Uttar Pradesh framed an executive code on access to information in 2000.

1.11 Right to Information: issues and concern:

The enactment of the freedom of information or right to information legislation is a very noble step towards bringing transparency and good governance. However, there are various issues associated with the information laws. It has been observed that the right to information act has been misused by various unscrupulous people for their vested interests. In many cases it has become an instrument of earning money rather curbing corruption. For instance, there are many fake RTI activists who file petition for seeking information of various government schemes and if they sense any anomalies in the work or smell corruption they don't report the matter to competent authority. Rather they demand for money from the contractors/engineers and the projects heads. Another important concern is lack of public information officer having legal knowledge in many government agencies and organisations. As a result it becomes difficult for the organisations to supply information on stipulated time frame.

Lack of political will by the government in making timely appointment of the State Information Commissioner after the superannuation of the incumbent. According to Transparency International India (TII) reports 24% of the information commissioner posts in 28 states were lying vacant despite a Supreme Court order on February 15, 2019. As a result huge cases are pending in various government offices. According to a report till July 31, 2020 as many as 220,000 cases are pending in various offices, agencies and organizations. According to Anjali Bhardwaj of Satark Nagarik Sangathan today, one of the most significant challenge the transparency regime faces is the attack on the transparency watchdogs **(Chauhan, 2020)**.

Another important issue with the information legislation is the delay in supplying information by the public authorities on various technical grounds. This has been observed by the author who is also an RTI activist. In many cases it has been observed that the public authorities are not proactive in disclosing information. Moreover, there are several critical gaps in the existing information law raised by various civil society groups. There have been controversies regarding the process of appointment of Chief Information Commissioner, list of exemptions, issue of exempting file noting for the purview of RTI Act, 2005.

Another growing concern associated with the information legislation is the attacks of RTI activists. The RTI activists are the most vulnerable human rights defenders. In many cases their attacks go unreported by the police. There are many cases where RTI activists were murdered and killed. According to National Campaign for People's Right to Information reports, more than 211 people were harassed, 163 were physically harmed and 95 were killed. Report shows that Maharashtra followed by Gujarat tops the list for states with the most attacks on RTI users.

1.12 Some relevant cases:

In 2007, Vaishnavi Kasturi a visually-impaired student was denied a seat in the Indian Institute of Management in Bangalore despite her impressive score at the entrance examination. Ms. Kasturi wanted to know why, and wondered whether it was because of her physical disability. She filed an RTI application to request the institute to disclose their selection process. Although she failed to gain admission to the institute, her RTI application meant that IIM had to make its admission criteria public.

In 2008, during the tenure of Dr. Manmohan Singh, an RTI based investigation revealed the extravagant expenditure of union ministers' foreign trips. As an impact of the RTI, Prime Minister Manmohan Singh wrote a letter to all the ministers asking them to cut expenses on foreign travel. In a later RTI investigation it has been found that minister expenditure on overseas trips had come down (**Indian Express, January 5, 2021**).

Until 2009, the practise to disclose ministers', spouse's and dependents assets and liabilities to the PMO was hardly followed. After people started filing RTI on this matter to the PMO and Cabinet Secretariat, the CIC directed that proper answers be given. As a result, all UPA-II ministers submitted details of their assets. This practise has since become a norm (Indian Express, January 5, 2021).

Over the last 15 years RTI has exposed several major scams and anomalies in India. Some of the important scams are Adarsh Housing Society scam (2011), 2G scam, Commonwealth Games scam, Indian Red Cross Society scam, Public Distribution Scam in various states, 23000 bank fraud scam (last five years) etc.

According to information provided by the Agriculture Ministry in response to an RTI request from activist Venkatesh Nayak PM-

KISAN payment worth Rs. 1363 crore have been wrongly made to more than 20 lakh ineligible beneficiaries (**The Hindu, January 11, 2021**).

Check Your Progress:

1. Discuss the genesis and enactment of the Right to Information Act, 2005.
2. Discuss the role of MKSS for the enactment of Right to information in India.
3. Discuss the various provisions of RTI, Act 2005?
4. Define Right to Information as per RTI Act, 2005.
5. What do you mean by public authority?
6. How does RTI check corruption?
7. Discuss the impact of RTI in administration and politics.
8. Critically discuss the various issues and concerns associated with Right to Information Act, 2005.
9. What are the exemptions of Right to Information Act, 2005? Do you think that the exemptions are justified?

1.13 Summing up:

We have presented you Right to Information, its meaning, rationale and significance, and right to information and transparency. Focus has also been given on right to information at global scenario. Besides, the position of right to information in India, various key provisions of RTI, Act 2005 and some key cases of RTI have also been highlighted here. After going through this unit, you must have gathered critical and comprehensive knowledge on right to information.

We believe that the knowledge and understanding that you have gained here will enable you to become a socially and politically empowered citizen. You will be able to play your role effectively to make the democracy strong and effective and will be able to protect the democratic values and ethos of our country. You will also be able to check corruption in administration and will be able to hold the government officers accountable to make the administration transparent and people friendly.

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UNIT 4

Minister civil servant relationship:

In this unit we shall study the relationship between politicians and permanent officials. Their relationship is important because they together constitute the executive branch of the government. If there are problems in their relationship the administration does not run smoothly. Problems are likely to be there mainly because of their different roles. Politicians represent the people and take care of their interests; permanent officials, on the other hand, provide expertise and experience. Hence their modes of recruitment are different: politicians are elected while members of the bureaucracy are appointed. This makes for differences in their social background. While most members of the bureaucracy in underdeveloped countries like India are drawn from the salaried or professional, urban middle class, many of the politicians have a rural, agricultural background. These differences in their roles and social background lead to differences in their attitudes also. Hence they sometimes find it difficult to cooperate with each other.

We propose to examine the relationship of politicians and permanent officials under three heads:

1. Relationship in the Course of Policy Formulation,
2. Relationship in the Course of Policy Implementation,
3. Problems in the Relationship.

Relationship in the Course of Policy Formulation is, further, proposed to be studied under five heads:

- (i) Communication with the People,
- (ii) Provision of Information,
- (iii) Technical Consideration,
- (iv) Co-ordination, and
- (v) Authorisation.

Relationship in the Course of Implementation is proposed to be studied under three heads:

- (i) Rule-making,
- (ii) Supervision, Monitoring and Evaluation, and

(iii) Administrative Management.

Finally, **Problems in the Relationship** are proposed to be discussed under four heads:

- (i) Interference Complex,
- (ii) Bureaucratic Power,
- (iii) Loyalty, and
- (iv) Collusion.

RELATIONSHIP IN THE COURSE OF POLICY FORMULATION:

It was earlier believed that while policy was formulated by politicians, it was there is no such separation of functions. This is so in all countries: politicians and the bureaucracy cooperate in the course of both policy formulation and implementation. In developing countries, particularly, it has been found that the bureaucracy plays an important role in policy formulation also. In the following we shall consider the relationship of politicians and permanent officials in the course of policy formulation in some detail.

I. Communication with the People:

Public policy results from the interaction between the people, functioning individually and in groups, and the politicians and the bureaucracy on the other. In the course of their interaction, all the three seek to influence each other and communicate for this purpose. Thus the various sections of the people try to articulate their particular interests through interest groups, such as trade unions and associations of farmers, lawyers, doctors. Engineers and others. Political parties take note of these various interests and try to satisfy all of them as far as justifiably possible. This is known as **interest aggregation**. For this purpose politicians remain in close touch with the people. Thus Jawaharlal Nehru worked among the farmers of the Allahabad district. He not only listened to their problems but also helped them to organise for the freedom movement. Similarly, V.V. Giri was a leader of industrial labour. It is notable that in developing countries, where associations of the poor often do not exist, politicians generally have to take the initiative in organising them. Generally political parties depute their important members to organise particular sections of the people. Thus every important political party in India tries to set up its **own trade union, farmers' association, women's wing, youth wing**, and so. Hence in developing countries, the role of politicians consists of both **interest articulation and aggregation**: they become both spokesmen and arbiters. Their leadership function requires that they rouse the

consciousness of the people, set collective goals for them and unite them in the pursuit of these goals.

In practice, there are many hindrances,

- such as lack of education among the people,
- factionalism within political parties,
- lack of internal democracy within parties,
- division of the people,
- and factionalism within parties on the basis of caste, religion, language, and so on.

Still, the fact remains that they play an important role in organising the people and ventilating their demands and grievances. Hence politicians come to be seen as being aligned with particular sections and, therefore, partisan, to some extent.

The bureaucracy, on the other hand, is generally seen as being neutral. Also, due to the weakness of interest groups and municipal and Panchayati Raj bodies, the bureaucracy has been the main channel of communicating the felt needs of the people to the government. Hence, while both Politicians and civil servants function as links in the chains of communication between the people and the government, civil servants sometimes tend to look upon politicians as mere rabble rousers. On the other hand, politicians tend to believe that bureaucrats are unresponsive and insensitive to the problems and needs of the people. This perception is heightened by the cultural and status differences between the higher bureaucracy and the common people. At the same time the political and bureaucratic channels of communication have to meet at various points. Hence politicians and civil servants have to cooperate at all levels, despite their somewhat different roles and viewpoints.

ii) **Provision of Information**: Politicians and civil servants are repositories of different types of information, and both these are needed in the course of policy formulation. Civil servants generally have the advantage of

- longer experience;
- they also keep their command on organisational memory in the shape of files and other records.

Hence they can provide valuable feedback-information about the results of earlier efforts as well as ongoing programmes. Now policy can, then, be formulated in the light of these results: modifications can be introduced to avoid past mistakes or problems faced earlier.

Politicians on the other hand, are more

- likely to successfully assess the mood of the people. Particularly, they are expected to be able to tell what the people will not stand.
- Thus more, or better, social services such as education and health, would cost money which must come from the people in the shape of taxes.
- The politician is expected to provide information as to whether the people would prefer better service or less taxes.

Once the ruling politicians have given their assessment, civil servants can proceed to give concrete shape to policy proposals in the shape of new programmes or budget proposals. If the assessment of politicians is faulty, they may be punished by the people at the next election. Politicians are also answerable for mistakes committed by civil servants working under them. Hence it is also their duty to exercise proper control over the bureaucracy.

iii) **Technical Consideration**: Technical examination of policies and programmes is of utmost importance for ensuring that they fulfil the desired goals at the minimum cost. There are several aspects of technical consideration.

- The first is the substantive aspect. Thus health policy must be examined by doctors, educational policy by educationists, and so on. That is why specialists of all kinds are nowadays employed by governments. They function in the various departments at almost all levels. Thus in the Health Department not only is the Director a doctor, but doctors are to be found in the primary health centres in the remotest villages. Problems and suggestions of specialists at various levels are considered and lead to new policies and programmes.
- Another type of technical examination may be related to feasibility. Thus there may be a question whether a certain policy or programme is feasible or practicable. For example, if the proposal is to teach sewing to destitute women for providing them with employment in a city, it is first necessary to find out whether there is a market for clothes produced by them. If a feasibility study shows that such clothes are not likely to sell, the policy must be modified. Hence administrators must ensure the practicability of policies and programmes through feasibility studies.
- Techno-economic analysis constitutes another type of technical examination. Here the attempt basically is to find out whether the technology proposed to be used is economically viable. Technology is related to the requirements of raw materials, personnel, the size of the undertaking, the nature and quantity of the output, and the financial outlay. All these factors have to be

taken into account while taking decisions relating to policy and programmes.

- Finally, it is important to make a social cost-benefit analysis of every policy, programme and project. This analysis has to include consideration of hidden costs and benefits also. Thus the building of a dam may involve hidden costs in terms of destruction of the environment and the uprooting of people. Similarly, there may be hidden benefits. For example, a road connecting a village with a city may help in changing the attitudes of the village people, apart from leading to economic gain.

The various types of technical examination mentioned above indicate the great contribution of specialists in policy formulation. It is important, therefore, that specialists should be allowed to influence decision-making in the interests of effectiveness and efficiency. In practice, however, political considerations are sometimes allowed to outweigh technical ones. Thus decisions about where industries, roads, hospitals and schools should be located are often taken, not on technical bases, but in the interest of powerful politicians. For example, it may be technically more feasible to locate an industry close to its source of raw materials. However, a powerful chief minister may insist upon its location in his state. Similarly a powerful legislator may insist upon having a road in his constituency rather than where it is more needed for economic reasons. Powerful politicians often over-rule members of the bureaucracy in their narrow interests. Sometimes members of the bureaucracy also give recommendations which are not justified technically, but which please ministers or powerful legislators. Such deviations from norms hurt the public interest.

iv) **Coordination:** All policies and programmes are to a varying extent interrelated. Thus agriculture development also requires industrial development for the provision of fertiliser, pesticides, and mechanical implements; it requires educational development so that farmers may be able to read and benefit from new scientific knowledge; it also requires development of farmers' health so that they may be able to work properly. Hence policies of agricultural development have to be drawn up so that they harmonise with other policies. Hence coordination of a high order is necessary. **Coordination is needed at all levels and all stages, as Mary Parker Follett has stressed.**

- At the top level it is sought to be brought about through **the cabinet**. All important policies are reviewed by the cabinet. Here the ministers have an opportunity to examine the implications of other policies for those of their own department. Any inconsistency, gap or duplication is ironed out.

- Below the cabinet, there are certain agencies which function on behalf of the government and help in achieving coordination. Staff agencies, such as those for Bureaucrats and Politicians and their Relationship - - - planning, financial administration, personnel administration, administrative reforms, law and public works help in coordinating both policy-making and implementation. **Thus the Planning Commission (Now NITI AYOOG)** examines the policies and plans of all Ministries and all State Governments. Here specialist and generalist members of the bureaucracy make important contributions to policies and programmes. While detailed examination of a certain policy is made in the concerned Ministry, the Planning Commission takes a government-wide view and suggests modifications. Similarly other staff agencies participate in policy-making. The contribution of the higher bureaucracy is here of paramount importance. However, the bureaucracy necessarily functions under the over-all control of politicians.
- Final decisions necessarily rest with politicians; civil servants help them to reach these by providing a comprehensive view based upon a mass of data, analytical studies, and expert advice.

Politicians and civil servants have to cooperate at the field level also. Thus a Deputy Commissioner and M.L.A. are both concerned with the various policies related to the development of a certain area. Although district planning has yet to become a reality, district politicians and civil servants do make suggestions which are taken into account by authorities at higher levels. Joint efforts of politicians and civil servants bear more fruit. Cooperation between politicians and civil servants is essential for the proper functioning of bodies of local self-government like municipalities, and Panchayati Raj bodies. In developing countries like India, however, these bodies are often so weak that they have to depend upon civil servants who are employees of the state government. Hence local politicians often have little control over the permanent officials serving the local bodies. *If different parties happen to be in power at the state and local levels, state politicians tend to use the bureaucracy in the field in their party interest.* Solution to such problems lies, ultimately, in the strengthening of local-government. This is an important aspect of the required political development.

V) **Authorisation:** The final stage of policy-making is its authorisation. The legislature authorises or approves policies and programmes usually in the shape of laws. Laws are necessary because without their sanction the government cannot allocate social resources. Thus taxation is the prime method for making resources available to the government. Imposition of taxes requires laws. Thus a law for the imposition of a

certain tax may imply a policy for the redistribution of wealth. Approval by the legislature is taken to mean approval by the people, since the legislature consists of representatives of the people. Hence the passage of a law puts the stamp of approval by the people's representatives on the policy contained in it and also empowers the executive to enforce it. The function of giving legal shape to a policy is mainly performed by the bureaucracy. After a certain policy has been approved by the cabinet a draft of the bill is prepared by the Law Ministry. It is then examined by the civil servants and the minister from whom the proposal emanated. Thus while cooperation between politicians and civil servants is a must, it is important to appreciate the contribution of those who draft the bill. The details of the policy as it is enforced are determined by the legal terminology of the bill. The minister is generally unaware of legal niceties. The result is that the bureaucracy determines the details, some of which can be highly significant. The significance of the bureaucracy's contribution can be gauged from the fact that sometimes the very success or failure of the policy may depend upon the legal terminology used in the law. Thus the widespread failure of land reforms in India was to some extent due to the loopholes in the laws which sought to enforce the policy. **The National Commission on Agriculture** noted that, "These legislative measures were full of loopholes which were taken advantage of by the bigger landed interests to circumvent the laws".

Thus while a policy needs the approval of the minister and the cabinet, and it is enforced through a law passed by the legislature, the bureaucracy plays an important part by giving it the shape of laws. Cooperation between politicians and civil servants is, therefore, again a must.

RELATIONSHIP IN THE COURSE OF IMPLEMENTATION

While in policy-making politicians have the dominant role, in implementation the bureaucracy has a greater role. While a politician only heads a department as a minister, civil servants function at all levels. Members of the bureaucracy at the top level

- advice ministers and manager of the departments,
- those at the middle level supervise field officials and keep the top informed of the progress,
- and field officials like policemen, tax collectors and factory inspectors enforce the law.

It would, however be a mistake to think that politicians have no role in implementation. The minister is the political head of the department and bears responsibility for both, its policies and their implementation.

- He is questioned in the legislature even on the details of implementation if anything goes wrong.
- It is the duty of the minister to ensure that civil servants in their department function according to the law and that no injustice is done either to a member of the clientele or the bureaucracy.
- The minister has to ensure that implementation of policies is done lawfully, effectively and efficiently.
- The minister deserves criticism if he/she tries to impose his or her will on officials in the performance of quasi-judicial functions, for example as members of a tribunal; if she withdraws delegated powers from officials in particular cases; and if he/she acts in a partisan or selfish manner.

Hence responsibility for proper implementation of policies is borne by politicians as well as members of the bureaucracy, the role of the politicians as ministers being to exercise control over the bureaucracy on behalf of the people.

i) **Rule-Making:** A law as passed by the legislature is in general terms. It does not go into details. Thus a law may prohibit trade in harmful drugs. However, it would not list the drugs, leaving this to be done by the executive. There are several reasons why laws are stated in such general, rather than specific, terms. One reason is that the legislature is busy with a large amount of business having to do with control over the administration, discussion of Bureaucrats and Politicians and policies, and legislation. It does not have the time to go into the details. Another reason their Relationship is that the legislature consists of representatives of the people rather than experts: their proper role is to protect the interests of the various sections of the society and not to get involved in the intricacies of particular pieces of legislation. Members of the bureaucracy are employed as experts to deal with the details falling within their area of specialisation. Finally, situations keep changing but the law cannot be changed so frequently. Thus new harmful drugs may make their appearance in the market. If the law were to give their names, it would have to be amended every time a new drug appeared. For these reasons the law is stated in general terms. The function of filling-in details is left to the executive. The executive performs it through the making of rules and regulations. **The making of rules and regulations under authority given by the legislature is called delegated legislation.** The term legislation is to be used for the making of rules because they come to have the force of law. After all, rules give effect to the will of the legislature by filling in the details. While the legislature gives the authority to make rules and regulations to the government, this authority is mainly exercised by civil servants. The reason is that civil servants possess the specialised knowledge, the experience and the detailed information necessary for drawing up the

rules. The minister is generally not likely to have either the specialised knowledge or the time for doing this himself; he is busy with his political duties of meeting delegations of the people, looking into complaints, and so on. The function of drawing up rules and regulations under delegated authority tends to confer a lot of power on the bureaucracy. This is specially so in developing countries where the bureaucracy is very powerful otherwise also. The role of delegated legislation in conferring power on the bureaucracy has been discussed for more than half a century. In England the Committee on Ministers' Powers considered this issue in 1932. The consensus now is that while there is the risk of giving too much power to the bureaucracy, there is no alternative to giving this function to it. Hence it is considered to be important that the rules be laid on the table of the house of the legislature, and that they be scrutinised by members of the legislature.

The minister's role in exercising check over the bureaucracy in the drawing up of the rules goes without saying. In short, in this respect as in others, democratic theory emphasises the need for effective political control over the bureaucracy.

ii) **Supervision, Monitoring and Evaluation:** After the notification of rules, implementation becomes mainly the responsibility of, field officials like tax-collectors, factory inspectors, and doctors in government hospitals, and policemen. Supervision over them is exercised by superiors of the department. This supervision generally remains lax in Indian administration.

- The main reason is that superior officials have very little real authority for rewarding or punishing the subordinates.
- Promotion, particularly at lower levels, is based mostly on seniority; nor can a superior give any other rewards.
- So far as punishment is concerned, the procedure for taking disciplinary action is very cumbersome and it takes a lot of time, sometimes years, before the final decision in regard to punishment is taken.
- However, another, and more important reason for laxity of supervision nowadays is the protection often given by politicians to civil servants over the heads of their superior. The politicians generally extend such support to civil servants in the hope of getting their help at election time.

The patronage of politicians which civil servants thus enjoy results in widespread loss of efficiency, effectiveness, and probity in administration. We shall consider the solution to this problem later. Here we only note that instead of exercising control over the bureaucracy, politicians often are instrumental in eroding even the authority of bureaucratic superiors in our developing society. The progress achieved in the fulfilment of targets is regularly monitored at

higher levels. Various forms are prescribed for submitting periodic reports. Such reports can be of great value if they are properly used. However, they can also come in the way of achievement.

- Research work has shown that officials who are responsible for achievement have to fill too many returns; this takes away much of the time which should have been spent on the work itself.
- What is more, the returns and reports are often not even read by superior officials but merely tied up in files to gather dust and occupy valuable space. The responsibility for this state of affairs belongs to both senior bureaucrats and politicians.

There is a need, in every organisation, for constant examination of structures and procedures. Thus returns which were prescribed long ago may no longer be needed. Some, perhaps, can be cut down in their length. The initiative for such changes must come from the top through cooperation between high level politicians and civil servants. Every programme should be evaluated after its completion for ensuring that the objectives have been fulfilled, that the work has been done at minimum cost, and that there has been no dishonesty. Evaluation is made, first and foremost, by superior officials in the department. The evaluation is likely to be more effective if the minister takes interest in it, finds time for seeing evaluation reports, and demands explanation for non-performance. Overhead (or staff) agencies, like the Planning Commission, also make evaluation of policies and programmes.

- Thus the Planning Commission prepares a "**mid-term appraisal**" in the middle of every plan period; it also makes an evaluation of past policies at the beginning of every plan period in the document containing the new plan. The Planning Commission consists of politicians and experts and is assisted by high level members of the bureaucracy. It sometimes uses a special agency, such as the **Programme Evaluation Organisation**, for making in-depth studies. Evaluation by the Planning Commission carries great weight because of its pre-eminent position. This also provides an idea of the achievement possible through cooperation between politicians, civil servants, and experts who belong fully to neither of these two categories.
- Evaluation is also made by **the Comptroller and Auditor General** who is an independent authority under the Constitution. He examines not only whether funds have been spent only for purposes for which they were provided by the legislature, but also whether the work has been done efficiently and wisely. His organisation provides a good example of how the bureaucracy itself can be an effective instrument of exercising check over administration as a whole--civil servants and also ministers.

However, the Comptroller and Auditor General also functions conjointly with the legislature, which is a political body. His report is presented to Parliament and State Legislatures where it is considered in detail by **the Public Accounts Committee**. The members of the bureaucracy working with the Comptroller and Auditor General, and the politicians in the Public Accounts Committee provide support to each other for evaluation at the highest level. Cooperation between politicians and bureaucrats can take many forms and for diverse purposes. The Estimates Committee of Parliament and of State Legislatures, makes an in-depth evaluation of the performance of a few departments every year. The Committee on Public Enterprises of Parliament and State Legislatures, evaluates the performance of public enterprises. These committees of legislatures, 'consisting of elected politicians, provide an opportunity to politicians who are not members of the executive to exercise check over the bureaucracy.

The above discussion of supervision, monitoring and evaluation shows that while politicians and members of the bureaucracy must cooperate, politicians are also duty bound to keep the bureaucracy under control. If the bureaucracy were not kept under control, the government would cease to be democratic. It is true that there may be more knowledgeable people in the bureaucracy than among politicians; however, that does not entitle the bureaucracy to rule over the people, for in a democracy the people wish to rule over themselves through their elected representatives. If politicians allow the bureaucracy to become too powerful they fail in their duty towards the people.

ii) **Administrative Management:**

Administrative management refers to the management of the organisation as a whole. In India the principal agencies for this purpose are the ministries or departments (in the Union and State Governments respectively) of finance, planning, personnel and administrative reform or reorganisation. The Planning Commission, and planning boards in the States, and Public Service Commissions also participate in the function of managing the governmental organisation as a whole. While the management of programmes or projects for fulfilling the substantive purposes of the government are the responsibility of line agencies like the Ministries of Defence, Industries and Health, Bureaucrats and Politicians and administrative management relates to organising, financing, planning and staffing in all their Relationship the ministries or departments. Effective implementation of policies and programme requires effective administrative management. The importance of administrative management has not yet been sufficiently recognised, particularly in developing countries. Substantive concerns, such as those for defence, provision of employment and the maintenance of law and order are so pressing that administrative management tends to be ignored. Administrative management does not receive the attention at

the political level which it deserves. Thus many of the recommendations of the Administrative Reforms Commission have yet to be attended to. It is a mistake to think that substantive programmes can be successfully implemented without providing proper groundwork of administrative management. Thus maintenance of law and order and dealing with terrorism require a well-managed police force. Unless more attention to personnel administration in regard to the police is paid, it is idle to expect that terrorism can be wiped out. There is obviously need for more attention at the highest political level to administrative management. Ministers must become more conscious of their managerial role. They must provide for more support to administrative reform; there is need for a new relationship between politicians and the bureaucracy in which politicians accept more responsibility for management of organisation and procedures.

PROBLEMS IN THE RELATIONSHIP

So far we have described the relationship that develops between politicians and the bureaucracy in the course of policy-making and implementation. Now we shall try to examine somewhat more closely the problems of this relationship. It is important to realise that most of the problems that arise in countries like India are basically related to underdevelopment. The various aspects of underdevelopment are interrelated. Economic, social, political and administrative underdevelopment- influence, and sometimes cause, each other. Hence the solution of administrative problems ultimately lies in development they can rarely be solved in isolation.

- i) **Interference Complex:** The term "interference complex" has been coined by **Fred Riggs** to refer to complaints by politicians against what they call "bureaucratic interference" and counter charges by administrators against what they call "political interference". These politicians often complain that the bureaucracy sabotages policies and programmes of progressive social change. The National Commission on Agriculture expressed agreement with this view while dealing with the failure of land reforms. It said, "The question is, who has failed? Is it the legislator or the administrator? In a measure both have failed. However, the major responsibility lies on the shoulders of the enforcement agencies, that is to say, the administrative set up entrusted with the task of implementation." The Commission went on to give the reason that the bureaucracy had been "trained and conditioned to function as the guardian of status quo and the defender of existing property relation." On the other hand civil servants often say that legislators and ministers exercise patronage through interference with recruitment, selection, transfer and promotion of government employees for obtaining support at election time. There may be some truth in both these

complaints. Most of our higher bureaucracy is drawn from the urban professional middle class. Hence the majority of the population consisting of farmers and workers finds very little representation on it. The attitudes of the bureaucracy may, therefore, not be in consonance with the aspirations of the majority of the people. The solution to this problem, to some extent, lies in the introduction of tests for testing various physical and psychological attributes of the personality of the candidates at the time of initial selection. Hopefully, this will help to recruit a more representative and also more capable bureaucracy. Changes in education and training can also help to better inculcate in the bureaucracy human and constitutional values such as justice, liberty, equality, fraternity, nationalism, democracy, socialism and secularism. Such a bureaucracy is likely to cooperate better in bringing about desirable economic, social and political change, or development.

- ii) **Strengthening interest groups and political parties:** Bureaucracy and the problem of political patronage can, to some extent, be solved by strengthening interest groups and political parties. At present some of our best parties also have a substantial non-genuine membership, elections within the parties are sometimes not held for decades, there is a high degree of centralisation in the functioning of parties, they are overly dependent upon a few rich capitalists or big farmers for election funds. There are within them factions owing allegiance to different leaders, there are divisions based on caste, religion and language, and sometimes criminals manage to get important positions in them. Removal of these deficiencies is likely to reduce their dependence upon patronage, as happened in the West.

Improvements in both, political parties and the bureaucracy, are likely to help in bringing about a better relationship between them and in doing away with the "interference complex". Bureaucratic Power Writers like Riggs, Weidner and Heady pointed out long ago that the bureaucracy tended to be more powerful in developing countries than in developed ones. The greater the power of the bureaucracy, the more difficult it is for politicians to control it. Hence there is a tendency for dictatorship by the civil and military bureaucracy in developing countries. Democratic administration requires that the bureaucracy should be properly controlled by the elected representatives of the people. The great power of the bureaucracy is part of our colonial heritage. Indian bureaucracy appears to have the attitudes and behaviour of the colonial bureaucracy but do not seek to have identified themselves with democratic norms of a political system. S.N. Eisenstadt has pointed out that colonial powers strengthened central institutions of the society but left local ones unchanged. Thus they developed central services but not local self-

government. Fred Riggs has pointed out in his book entitled **The Ecology of Public Administration** that the bureaucracy in India has become very powerful also because members of All-India Services hold the highest posts at Central, State and local levels. Thus the highest official in a district has been a member of an All-India Service like the ICS or the IAS and not an elected politician. In developed countries like the U.K. and the USA local self-government is very powerful. Thus a country is ruled by an elected government headed by a representative of the people as a mayor. The bureaucracy at the local level is employed and controlled by the local authority. In India, by contrast, the Deputy Commissioner is not employed and controlled by the Zila Parishad; the Deputy Commissioner functions mainly as the agent of the State Government and regulates and controls the Zila Parishad and the municipalities in the district on behalf of the State Government. The bureaucracy at the district and block levels is mostly employed by the State Government, and hence is not under the control of local politicians. This relationship between politicians and the bureaucracy at the local level constitutes a continuation of the colonial practice. Development involves doing away with colonial practices and introducing in their place democratic ones. This requires strengthening local self-government. People in the villages need to be educated and organised, political parties at the grass-root levels activated, and more resources provided to local governments. Once local governments become powerful they can employ their own bureaucracy instead of depending upon the State bureaucracy. Only after local representatives of the people begin to exercise power on their behalf can the felt needs and aspirations of the people be fulfilled through local (village, block and district) planning. Implementation of policies and programmes can also be much more effective if the bureaucracy strictly controlled by local politicians who are on the spot, instead of by those who are far away at the State headquarters. **In other words, democratic decentralisation constitutes an important aspect of development.** Democratic decentralisation, however, can succeed only if other types of development also takes place. For example, the spread of corruption at the local level can be prevented by strengthening associations of the people (or interest groups) and political parties. Experience has shown that corruption has been curbed in villages where the people organised themselves. Local political leaders can take the initiative in organising the people. The functioning of political leaders is related to that of political parties generally. The functioning of political parties can be improved by removing their bureaucracy is merely an aspect of the political system: improvement in it requires Bureaucrats and Politicians and development in all aspects of the society, since they are all interrelated.

iii) **Loyalty:** Members of the bureaucracy are expected to be committed to human and constitutional values and national objectives.

They are expected to be neutral between political parties. In the recent past, however, there have been complaints that some politicians in power have demanded from the bureaucracy loyalty for their party and themselves. For example, members of the bureaucracy have stated that they could not express their disagreements with ruling politicians freely during the Emergency. Some civil servants were perceived to have lost their neutrality. The Shah Commission noted, **"In some cases the administration and administrators ceased to be insulated from politics with disastrous consequences"**. The Shah Commission recommended institutional safeguards to protect civil servants from politicians who make unjustified demands, as follows: "It is necessary to point out the need to provide certain institutional safeguards to look after the interests of the entire run of officials, and particularly those who are involved at the decision-making levels in the various departments of the Government in the States and at the Centre. When unscrupulous and unprincipled politicians and their associates are in a position to harm the public servants refusing to fall in line with wrong and illegal orders, it becomes necessary in the interest of the basic unity and integrity of the country, as also of the fundamentals of the Constitution and the rule of law, to protect the officials who are called upon to function at different administrative levels." **Since the Shah Commission reported, administrative tribunals have been established to which members of the bureaucracy can take their complaints.** There have been complaints that some ministers obtain the help of civil servants at election time. While solution to this problem in the short-run lies in strengthening the election law, in the long-run it can be solved by strengthening political parties so that they become capable of providing all the help and support which their candidates need at election time.

- iii) Collusion: Sometimes politicians and civil servants cooperate in wrong doing. The Shah Commission noted that, "It is necessary to face the situation squarely that not all the excesses and improprieties committed during the emergency originated at the political level. In a large number of cases it appears that unscrupulous and over-ambitious officers were prepared to curry favour with the seats of power and position by doing what they thought the people in authority desired". After the Emergency also, cases have come before courts showing wrong doing jointly by politicians and civil servants. It is an accepted fact today that the Indian bureaucracy has a vested interest in the industrialisation of India. This explains the easy adjustment between bureaucracy and business and industrial pressure groups in the country.

There has for long been widespread public concern with corruption in administration arising mainly from such collusion. Apart from ordinary

courts of law, there is now the institution of the Lok Ayukta in some states. This is the most appropriate institution for looking into complaints of this kind. If wrong doing is found by the Lok Ayukta, prosecution can be launched in courts of law. With the institution of the Lok Pal at the Centre, as now proposed, complaints against Central ministers will also be similarly attended to. The ultimate check upon both politicians and civil servants lies in a vigilant public opinion. The public is aided by a free press. Cooperation between politicians and the bureaucracy is essential for effective and efficient administration. Both of them function as channels of communication between the government and the people. While politicians assess the mood of the people, civil servants obtain valuable feedback. Civil servants make several kinds of technical examination of proposed programmes. Coordination of policies and programmes is made by politicians mainly in the cabinet, and by civil servants through staff agencies. Laws are drafted mainly by civil servants, but passed by politicians in the legislature. Implementation is done mainly by civil servants, but under the control of ministers. Problems in their relationship can be solved, ultimately by strengthening local self-government, interest groups and political parties, or in other words through development.

What You Have Learnt?

Political executive and bureaucracy are the two pillars of the government. Whereas political executive is temporary and usually represent the party in power, bureaucracy is a permanent fixture. Theoretically they play different roles, for instance, politicians make policies and administrators implement them. But, in practice their roles often conflict and overlap because the line separating development of policy and its implementation is quite blurred and hazy.

Bureaucracy is a body of permanent, paid and skilled officials. It aids and advises the government to make plans and carry them out. The role of bureaucracy has changed. It no longer performs only the regulatory functions but actively engages in development and welfare activities. Conventional image of civil servant has been that of an anonymous servant of the minister who is committed to efficient discharge of his duties and who offers his sincere advice to his master, irrespective of his political ideology. This advice may or may not be accepted by the minister, but once the decision is made, he is duty bound to implement it effectively.

This concept of anonymous and neutral bureaucracy was considered impractical and unsuited to meet the goals of social justice. Therefore, Mrs. Gandhi sought a 'Committed Bureaucracy'. But commitment has degenerated into politicization of bureaucracy and the relationship between political executive and bureaucracy has deteriorated.

Questions to be answered.

- 1) what is the relationship between the politicians and the bureaucrats in the course of implementation of policies ?
- 2) What are the problems of the relationship between politicians and bureaucrats?

Some useful books

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UNIT 5: BRIDGING THE GAP: PEOPLE AND ADMINISTRATION

Contents:

- 5.1 Introduction
- 5.2 Objectives
- 5.3 Role of Indian Administration
- 5.4 People's Participation in the Administrative Process
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5.1.INTRODUCTION

Administration, the implementation of government policies. Today public administration is often regarded as including also some responsibility for determining the policies and programs of governments. Specifically, it is the planning, organizing, directing, coordinating, and controlling of government operations. Public administration is a feature of all nations, whatever their system of government. Within nations public administration is practiced at the central, intermediate, and local levels. Indeed, the relationships between different levels of government within a single nation constitute a growing problem of public administration.

No system of governance can survive for a long time without the support of the citizens. It is evident from the history of the nations that longevity of their governments largely depended on the cooperation and support rendered to them by their citizens. Wherever this support was missing, the nation's found themselves in deep trouble that made their future uncertain. The administration-citizen relations are significant because the support and consent of the governed is a prerequisite for the sustenance of a representative government like the one in India. The traditional theories of

relationship between the State and society or government and the citizens, in different political systems, be it laissez- faire or democracy or military dictatorship are now inadequate to cope with the new and difficult dimensions of administration that are gradually emerging. Position of the public or citizens from being mere recipients of the administrative help has now shifted to their being the prime movers in the affairs of governance - a change from local 'beneficiary' status to active 'participant status'.

5.2 OBJECTIVES:

As stated above Indeed, the relationships between different levels of government within a single nation constitute a growing problem of public administration. No system of governance can survive for a long time without the support of the citizens. The governance of India is a democratic which means it is a government by the people, for the people and of the people. After reading this unit you will be able to:

- i) Understand the perspectives of administration
- ii) Asses the shortcomings of administration and its failure to be inclusive
- iii) Examine the way how to bridge the gap between people and administration.
- iv) Understand the challenges of Public Administration
- v) You can define the various modes of interaction between citizens and administration.
- vi) You can discuss the changing norms of their interaction and institutional strategies and devices that try to build a theoretical conceptual base for the interface.
- vii) You can particularly discuss the Indian scenario in order to understand the different dimensions of the interaction between citizens and administration.

5.3 ROLE OF ADMINISTRATION

Today, governance is all about efficient and effective provision of goods and services. Public Administration exists for the betterment of the public by providing services such as health, education, economic security, maintenance of law and order, national defence, etc. The public interacts more intimately with public agencies at the cutting edge level. Good Governance affects people's lives in various ways.

1. provides administration a wealth of information on local socio-cultural, economic, ecological and technical conditions. This information is highly useful in the process of planning, programming and implementation of development programmes.
2. leads to the selection of those projects which are of direct relevance to the people.
3. facilitates mobilization of local resources in the form of cash, labour, materials and so on which are very essential for the programme's success.
4. acts as a safeguard against the abuse of administrative authority and thus reduces the scope for corruption in the operation of programmes.
5. prevents the hijacking of programme benefits by richer and powerful sections due to the involvement of poorer and weaker sections of the society. Thus, it leads to the equitable distribution of benefits.
6. makes the local community easily accept the developmental change and more tolerable to mistakes and failures.
7. reduces the financial burden on government by sustaining the programmes even after the withdrawal of its support. They can be managed by the volunteers or community-based workers.
8. enhances the ability and competence of the people to assume responsibility and solve their own problems. It develops a spirit of self-reliance, initiative and leadership among the people.

5.4 PEOPLE'S PARTICIPATION IN THE ADMINISTRATIVE PROCESS

People's participation in development administration is beneficial in various respects in that it promotes spirit de corps in the community and thus strengthens democracy at the grassroots level. There are different ways in which the public interacts with the public administrative agencies in real life situations. These interactions could be in the form of:

- i) **Clients:** This is the most common form of interaction with the administrative agencies. In this form, citizens seek to obtain benefits or services from governmental agencies. For example, a patient visits a government hospital for health check-up or medical treatment.
- ii) **Regulatees:** As a regulatee, the public interacts with many public agencies viz., police, income tax authorities, licensing authorities, etc
- iii) **Litigants:** The harassed citizens turn litigants when they seek redressal of their grievances from the courts, tribunals and Lok Adalats. As litigants, public can hope to get justice for their complaints.
- iv) **Participants:** Democracy entails increased people's participation in governance. This is institutionalised through various means like community policing, guardian committee, beneficiary associations etc. In almost all programmes/projects, the people participate at the levels of planning, implementing and monitoring. People's participation democratises both administration and public, and also brings in new inputs that help sound project designing, implementation, and facilitation of assets maintenance.
- v) **Protesters and those engaged in struggles and people's movements:** People often interact with government agencies on

public policy as protesters, critically opposing the injustice in government policy and action. People's struggles like the one over Narmada Dam or forests in Uttar Pradesh (Now Uttarchanal), symbolise articulation of genuine grievance and demands and not just questioning of grievous faults in public policies faults.

State's government in practice responses to the varied interactions would be dependent on three crucial factors: (a) The overall politico-administrative culture which may be formally democratic but actually authoritarian or patriarchal (b) The capacity of the people evolved through democratic learning processes to articulate demands and put pressure for just administrative functioning and (c) The status-fairly independent and impartial of other cognate institutions like the judiciary and the media.

In this connection James Midgley's typology of State's responses towards citizens' participation are worth mentioning. The four ideal typical responses suggested by him are 'anti-participation', 'manipulative', 'incremental' and 'participatory'.

These interactions take place daily and the ordinary citizens form an opinion about public administration out of these happy/unhappy encounters with public officials:

- i) The 'anti-participatory' mode explains that State in the capitalist system is not interested in ameliorating the conditions of the downtrodden. Power is concentrated and not dispersed to facilitate accumulation of wealth. People's participation is, thus, not politically acceptable.
- ii) The 'manipulative mode' seeks to neutralise political opposition by co-opting autonomous movements with the ulterior motive of gaining control over them. There is the rhetoric of participation but not its reality, as the State's motive is to prove to the people that the

regime is accommodative merely to give legitimacy to the regime in power.

iii) The 'incremental mode' has an ambivalent approach to community participation. There is no lack of government support to participation, but the policy is unclear and the general tendency is to muddle through. In theory, participation is not rejected but what actually takes place is bureaucratically managed development in the name of efficiency.

iv) The 'participatory mode' is characterised by State's own initiative to create institutions of community participation to ensure effective involvement of the people in grass roots development. But, this mode works on the assumptions that there is a presence of a positive political will and the bureaucracy is also positively inclined towards development and participation (C.f Bhattacharya, 2002).

v) Yet another response not included in Midgley's list, but which is important in the Third World context, is the 'repressive mode'. Very often, what is noticed is that the State reacts negatively and ruthlessly to people's movements and struggles. Instances are not rare when the people's genuine demands for basic needs like water, forest, cheap food have been construed as anti-state and the regime in power has sought to unleash brutal force to suppress these demands.

In India where because of social and economic causes 'women' and the 'poor' are often discriminated against, the concept of citizen having 'rights' and enjoying political equality does not in reality prevail.

SAQ:

Explain the different ways in which the public interacts with the public administrative agencies in real life situations.(100 words).

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.....

5.5 BRIDGING THE GAP

Citizen-administration relations were conditioned by the basic nature and operational peculiarities of administration during colonial rule. After winning freedom, the imbalance of a bureaucratic State was sought to be corrected by (a) Expanding the scope of government functions (b) Creating institutional infrastructure through Panchayati Raj to promote popular participation, (c) Encouraging political interventions in administration to modify the rigour of formalism, and (d) Instituting organisational and procedural changes in the interest of speed and public understanding of administrative action.

“The relational aspect of bureaucracy- its interaction with the public and its subservience to the public interest-is not properly articulated in Weber’s theoretical construct. As James D. Thompson (1962) has put it “Classic bureaucratic theory is preoccupied with behavioural relations ordered by a single unified authority structure from which client is excluded...” The bureaucratic organisation is a fixed monolith, which approximates a steady and depersonalised machine. An automaton works uniformly and with unfaltering regularity. The underlying assumption seems to be that the client for whom the machine exists has to be adjustable, as the machine itself is inflexible. The inevitable result that follows is what Robert Merton has called the ‘unintended consequences of the bureaucratic structure’. Even if the client would not be served due to procedural rigidity, the organisation would not shed its procrustean character. The Weberian theory is an inward – looking structural construct par excellence. Its face is toward the organisation and not the client (Bhattacharya, 1987).

There have been some important studies on the relationship between the bureaucracy and the client. Of these, special mention could be made of Peter Blau’s study (1973) of a public welfare agency, William Foote Whyte’s study of human relations in the restaurant industry, and the research on new Israeli immigrants by Elihu Katz and S. N. Eisenstadt concentrating on the orientation of case workers serving clients in a public

welfare agency. Blau points out the rigidities that are produced by administrative procedures, the 'rigidities shock' which young case workers experience on their joining the organisation, the kind of peer group support that develops in the organisation, and how all these influence the relationship between the case workers and the clients.

Whyte's study is much more illuminating as it delves deep into the delicate human relation problems in a restaurant considered as a combination of production and service unit which draws attention to a "high degree of social adaptability" of the worker and the need for client orientation of the whole organisation. The supervision in such a situation has to shed the laissez-faire attitude and look upon a restaurant or factory as an organisation of human relations, and as a system of inter-personal communication in order to improve client-organisation relationship.

Janowitz and others (1958) refer to the term 'balance' in public administration, which has significance for citizen-administration relations. Public administration will be in a state of imbalance if it becomes too overbearing or subservient. As it has been observed, "A bureaucracy is in imbalance when it fails to operate on the basis of democratic consent. Bureaucratic imbalance may be either despotic or subservient. 'Despotic' implies that the bureaucracy is too much the master; while subservient implies that it is too much the servant. The despotic bureaucracy disregards public preference and demands. It is likely to resort to coercion and manipulation to maintain its power. The subservient bureaucracy finds itself so concerned with the demands of special interest groups that it compromises its essential organisational goals and essentially sacrifices authority."

Bureaucratic dominance has been a constant theme in the literature on administration in the developing countries due to the legacy of imperial rule in most countries. Public administration in the ex-colonial countries like India used to have a private character because of its limited scope, insularity, inequity, and methods of operation. Maintenance of law and order and revenue raising were the prime considerations of administration.

The administrative operations were undertaken autonomously in the absence of public participation and accountability. The incidence of administration was iniquitous as the benefits accrued mostly to the influential and the powerful elite. In terms of methods of operation, administration was essentially coercive, formal and apparently procedure-oriented.

Stop to Consider

Research findings on citizen-administration relations in India reveal interesting trends. Based on extensive field survey, the findings of the study by Eldersveld, Jagannadham and Barnabas (1968) indicate: “The attitude of Indian citizens towards their government and its administrative officials is particularly a complex and paradoxical mosaic of support and hostility, of consensus and critique. From 75 per cent to 90 per cent view governmental jobs as prestigious, 90 per cent feel that health and community development programmes are worthwhile, and less than 50 per cent (20 per cent rural) are critical of the job performance of Central government officials. On the other hand, the majority feel that 50 per cent or more of the officials are corrupt, large proportions (60 per cent urban, 32 per cent rural) say their dealings with officials are unsatisfactory, and majority sense that their probabilities of gaining access to officials and being successful in processing their complaints with them are low. Over 50 per cent feel officials in certain agencies are not fair and the citizen can do little by himself, and from 60 per cent to 75 per cent feel that political pull is important in getting administrative action.”

Certain loopholes that emerge from Citizen-administration relations are:

- Citizens’ ignorance about procedures involved in getting things done.
- Unhelpful attitude of government officials, especially the lower level functionaries.
- Inordinate delay and waiting period.

- Prevalence of favouritism in administration.
- Rampant corruption among officials.
- Dependence on middlemen (brokers) to get things done.
- Urban dwellers being more critical about Public Administration than rural counterparts.
- The rich having easy access to administration. Officials generally avoiding the poor and underplaying their needs and interests.

5.5.1. Promoting Administrative Simplification Strategies

The need for institutional innovation to deal with corruption and citizens' grievances has always been felt in India. Various committees and commissions to bring about administrative changes and create new controlling agencies have made many worthwhile suggestions from time to time. The Law Commission in its 14th Report drew attention to the wide field of administrative discretion in India where administrative authority may act outside the strict limits of law and propriety without the affected citizens being in a position to get effective redressal. The Santhanam Committee on Prevention of Corruption thought that it was necessary to devise adequate methods of control over exercise of discretion by different categories of government servants.

As the Committee observed, "In the more advanced countries various methods of such control have been devised. We recommend that this should be studied and a system of control should be devised keeping in mind the vastness of our country and the basic principles which are enshrined in our Constitution and jurisprudence." As a sequel to the Santhanam Committee Report, Vigilance Commissions were set up at the Centre in 1964, and also in the various states later. Vigilance cells have been created in several government departments and public sector undertakings.

The Commission receives complaints directly from aggrieved persons. Other sources of information about corruption and malpractices are the

press reports, audit reports, allegations made by members of Parliament etc.

On receiving complaints, the Commission may ask the:

- i) Ministry/department concerned to inquire into it
- ii) Central Bureau of Investigation to make an inquiry
- iii) CBI Director to register a case and do the investigation

The nature of prosecution depends on the approval of the appropriate sanctioning authority. The jurisdiction of the Commission is presently limited to complaints against gazetted officers of equivalent status. The Administrative Reforms Commission set up in 1966 took up on priority basis the matter of redressal of citizens' grievances. The Commission felt that the existing institutions to deal with this problem were inadequate and found the Ombudsman to be a sine qua non of democratic functioning; and as an essential prerequisite of the progress and prosperity on which the fulfilment of our democracy depends.

The Commission recommended a two-tier machinery of Lokpal and Lokayukta for redressal of citizens' grievances. Lokpal would deal with complaints against ministers and secretaries to the government at the Central as well as state levels. The Lokayukta, one at the Centre and one in each state, would attend to complaints against the rest of the bureaucracy. The Lokpal would be appointed by the President after consultation with the Chief Justice of India, the chairperson of the Rajya Sabha and the speaker of the Lok Sabha. The legislations for the institution of Lokpal and Lokayukta were introduced in parliament in 1968 and again in 1971 and 1977. All of them lapsed with the dissolution of respective parliaments. The ill-fated Lokpal Bill has so far not been able to pass through the drill of parliamentary procedures. Lokayuktas in the states have also not been able to live upto the objectives for which they came into being. The Seventh All India Conference of Lokayuktas and Up-Lokayuktas held in 2003 suggested that Constitutional status be conferred on this institution to give it more teeth to fight corruption.

The institutional devices available in the world to redress the citizens' grievances are many and varied. In India, several institutional experimentations have been made at the different levels- Centre, state and local, but the problem still remains largely unresolved. Dissatisfaction with governmental operations, especially at the cutting-edge levels where government meets the people directly, namely post office, bank counter, railway booking office etc. is widespread. The issue of corruption in public administration has again and again come up for discussion at different levels and in different forms. Keeping in view the endemic inefficiency in the government and its general insensitivity to the clientele, the usefulness of Ombudsman or any other grievance-handling machinery would be of great help if implemented with sincerity. Already an Ombudsman has been created for the banking sector, and in Kerala, the institution of local government Ombudsman has recently been set up.

Stop to Consider

Citizens' Charters Initiative:

The Citizens' Charter initiative is the latest mechanism to define the relationship between citizens and administration. It demands from the government and other service providers that a certain degree of accountability, transparency, quality and choice of services be made available to the people. The concept of Citizens' Charter was initiated following the Common Cause Initiative in U.K in 1994 during the regime of John Major. The Citizens' Charter is no doubt an innovative mechanism. However, its formulation and enforcement is no easy task. Precise standards of performance have to be set. There has to be somebody or an authority to monitor performance and watch violations and maintenance. The citizens have to play an active role in giving timely and necessary feedback about services rendered by the government agencies. Within the organisations, the employees must be well-prepared to serve the public as per the agreed-upon standards.

The Citizens' Charter is usually framed on the basis of the following principles:

- Wide publicity on the standards of performance of public agencies
- Assured quality of services
- Access to information along with courtesy and helpful attitude
- Choices to and consultation with the citizens
- Simplified procedures for receipt of complaints and their quick redressal; and
- Provision of performance scrutiny with citizens' involvement.

It has to be seen that the Charter does not remain a mere ritual and serious as well as sincere efforts are made to involve the citizens in government operations. Concrete actions need to be taken based on citizens' perceptions about government performance. Right to Information Act is another measure that would ensure better citizens' access to governmental practices and programmes, and facilitate the coverage and utility of Citizens' Charters.

5.5.2. Social Participation

Another dimension of citizen-administration relationship that cannot be overlooked is the increased accessibility of citizens to the administration. This has been possible due to the recent accent on 'e-governance'. The information age paradigm shift has redefined the fundamentals of administration and changed the institutions and mechanisms of delivery of goods and services forever. Knowledge-based society enables the sharing of vast amount of information on a global scale almost instantaneously, which consequently helps in selecting, absorbing and adopting relevant technology and services. The focus today is on the user's needs. Many developed countries have already taken recourse to e- governance in order to increase the effectiveness of the interface between citizens and public administration and to improve the efficiency of administrative structures and processes

(Chowdhry, 2003). Our MPA 2nd Year Course (017) on e-governance will discuss the benefits of e-governance in improving citizens and administration interaction in detail.

Social participation is a human act, based on mutual faith built upon the attitudes and beliefs of the people. It is a process in which every individual takes part for the development of his/her own society in his/her capacity. This helps the people to understand their environment better and gives them enough motivation to handle their common issues. They become agents of their own development instead of merely being passive beneficiaries of the governmental schemes.

Social participation can be improved if the government aims to:

- Respect the community's indigenous contribution with regard to their knowledge, skills and potential
- Encourage project initiators to become facilitators and mediators of development and assist in bringing about society/community based initiatives, and challenge practices that hinder people and ideals
- Promote co-decision making in identifying needs, setting goals and formulating policies
- Avoid selective participatory proactive approach
- Inform the people about both the expected success and failure of the schemes
- Motivate participants to believe in the spirit of values viz., solidarity, conformity, compassion, respect, human dignity, and collective unity
- Utilise optimally the potential of the society/community without any exploitation
- Empower the society/community to share the fruits of development equitably

Stop to Consider

There are techniques like Participatory Rural Appraisal (PRA) that promote participation in development and management of programmes. PRA is a label given to a growing family of participatory approaches and methods that emphasise local knowledge and enable local people to make their own appraisal, analysis and plans. PRA uses group animation and exercises to facilitate information sharing, analyses and action among the stakeholders. The purpose of PRA is to enable development practitioners, government officials, and local people to work together to plan context-based programmes (World Bank Source Book, 2005).

Participation facilitates the development process. At the planning and implementation levels of a development programme, the participatory process provides important information that helps to ensure development objectives and preferences. It helps in assessing the manpower resource utilisation, which reduces the cost of the project. In case any change in the development scheme takes place or mistake occurs, it would be amicably acceptable by the people, because they are involved in it. Field based studies suggest that monitoring and sustainability of the project is smoother even if the external agency or the NGO leaves the project mid-way, as by that time the people are totally involved in the management of the project. Participation teaches both the administrator and the community the necessity of cooperation. This learning process based on participation makes the community a real actor and boasts its confidence and dignity.

5.6 SUMMING UP

The essential ingredients of the citizen-administration relationship are adequate knowledge of administrative norms, practices and structures for both citizens and administration; positive evaluation of the job performance

of government officials; and perceptions of administrative system as sensitive and responsive to the public, rather than inflexible and remote. In the present scenario where economy, culture and society are changing, the situations demand a forging of a new equilibrium between the bureaucracy and the citizens. The goal of the bureaucracy must be to create an administration-citizens interface based on participation, information, belief, confidence and action orientedness that tends to meet the expectations of the citizens. Simultaneously, the attitude of citizens, self-help groups, corporations, associations of all kinds, and private institutions must also be supportive of the public authorities when genuine public interest is being served. Various mechanisms such as Citizens' Charters, Ombudsman like institutions, and participatory devices have been introduced to facilitate redressal of citizens' grievances. These need to be revamped to strengthen the interface between citizens and administration in the positive direction. This Unit examined some of these issues.

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UNIT 1

Challenges Faced by Public Administration due to Globalization

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

1.4.7 E governance

1.4.8 Empowering Citizens

1.4.9 Public private exchange and interaction

1.4.10 Changing role of State

1.4.11 State market cooperation

1.5 Summing up

1.6 Exercises

1.7 References and Suggested Readings

1.1 Introduction

Globalisation 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 analyse the challenges that public administration has confronted due to globalization. Along with it the new trends that have emerged within public administration due to globalization have also been analysed.

1.2 Objectives

To understand the concept of globalization

To understand the impact of globalization on public administration

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 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.' 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 reduces 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 Organisation 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 layoffs, lack of employment for unskilled labour, increased economic inequality, subsidy cuts and environmental problems especially in developing countries. Hence lots of opposition has 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 due to 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. Globalisation has affected public administration due to the impact of pressure generated on it by global institutions, information technology and increasing concern for efficiency and productivity. The pressure 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 persuaded by several developing countries have been considered as a negation of local democracy.

Globalisation has introduced Structural Adjustment Programme 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 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 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.
- privatisation 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 analysed 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

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. The 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 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 day countries especially the developing countries while take 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 UN 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.

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

has also been adopted in public administration of most of the countries of the world.

Public Service Reform: Globalization and 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, de regularization 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.

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 influence of NPM. Privatization, de regularization, decentralization, de bureaucratization 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

- Emphasis on need to improve service quality

- Emphasis 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.

Stop to Consider

New Public Management or 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 as 'Managerialism', Osborn and Gaebler called it as 'Entrepreneurial Government' and Lan and Rosenbloom called it as 'market based public administration'. It brings together two concepts- public administration and business management. It aims at 3Es- economy, efficiency and effectiveness.

Entrepreneurial Government: Entrepreneurial Government is the answer to the present administrative malaise. Efficiency and productivity the hallmark of Entrepreneurial Government are two areas where considerable changes have resulted due to 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.

Changing role of Bureaucracy: Globalisation has brought severe challenge 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 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.

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 world 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 was 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 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 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.

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 debureaucratization, decentralization new public management emphasises 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 utilise new technologies to provide citizens with more convenient access to information and services and to provide greater participation.

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.

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 personnel in both sectors to respond to common challenges in such areas as project management and customer service.

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 that encourages public choice initiatives, deregulation, privatization etc. This roll back of the state happened particularly in 1980s and 1990s in USA and England with Margaret

Thatcher and Ronald Reagan when they formally adopted neo liberalism 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 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.

State market cooperation: Globalisation 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
- decentralisation
- Emergence of market as the key determinant of public policy

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, Donal 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 ‘Globalisation 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 give 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 globalisation

-The problem of capacity: enhancement of 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.

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 trend in public administration that has come up as a result of the challenges faced by it.

Exercises

1. What is Globalization? Discuss some features of it.
2. Discuss the challenges that globalization has brought towards public administration.
3. Analyse 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.

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UNIT 2

Good Governance

1.1 Introduction

1.2 Objective

1.3 Governance- Meaning and Definitions

1.4 Meaning and Evolution of Good Governance

1.5 Characteristics of Good Governance

1.5.1 Rule of Law

1.5.2 Participation

1.5.3 Consensus Oriented

1.5.4 Transparency

1.5.5 Efficiency

1.5.6 Equity and Inclusive

1.5.7 Accountability

1.5.8 Responsiveness

1.6 Problems of Good Governance

1.6.1 Lack of people's participation

1.6.2 Corruption

1.6.3 Gender Disparity

1.6.4 Centralization of Administrative System

1.6.5 Criminalization of Politics

1.6.6 Marginalization of Socially and Economically backward people

1.7 Indicators of Good Governance

1.8 Measures of Good Governance in India

- 1.8.1 Right to Information
- 1.8.2 E- Governance
- 1.8.3 Legal Reform
- 1.8.4 Citizen's Charter
- 1.8.5 Decentralisation
- 1.9 Conceptual problems or limitations
- 1.10 Summing up
- 1.11 Exercises
- 1.12 References and Suggested Reading

1.1 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.

1.2 Objectives

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

1.3 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 Arthasashtra of Kautilya where he presented key pillars of the art of governance emphasizing on 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 actors of governance but not the only one. It includes various other institutions such as political parties, NGOs, multinational corporations, medias, 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.”

According to the report of the commission on Global Governance entitle ‘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 divers interest 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. These are- (i) the process or manner (through which) (ii) power (or authority) is exercised (iii) to manage the collective affairs of a community. 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.

1.4 Meaning of Good Governance

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 was 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 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 as an important measure for economic growth and development. It is known to all the in 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 that, “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 definite 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.

1.5 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-

1.5.1 Rule of law-Good governance should base 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.

1.5.2 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.

1.5.3 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.

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

1.5.5 Efficiency-Good governance emphasizes on bringing efficiency in administration and governance that may be through proper training of personnel or through introduction of modern and electronic equipments. 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.

1.5.6 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 actions etc so that the problems of participation of marginalized section of the society are removed.

1.5.7 Accountability- Good governance 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.

1.5.8 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 tries 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.

1.6 Problems or obstacles of Good Governance

As a concept and as a wider notion of governance, good governance is a 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-

1.6.1 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.

1.6.2 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.

1.6.3 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.

1.6.4 Centralisation 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.

1.6.5 Criminalisation of Politics- The criminalization of politics and the unhealthy nexus between politicians and civil servants is giving negative inputs on 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.

1.6.6 Marginalisation 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.

1.7 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 Arthasashtra. 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 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.

1.8 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 dharma which 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 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-

1.8.1 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.

1.8.2 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.

1.8.3 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.

1.8.4 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.

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

1.9 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 like 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.

1.10 Summing up

Good governance refers to an ideal form of government. Every government now a day 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.

Exercises

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

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UNIT 3

ICT AND E- GOVERNANCE

1.1 Introduction

1.2 Objective

1.3 Meaning if ICT

1.4 Role of ICT in governance

1.5 Meaning of E- Governance

1.5.1 Development and Stages of E –Governance

1.5.2 Definitions

1.5.3 Objectives of E Governance

1.6 Pillars of E Governance

1.7 Types or model of E- Governance

1.7.1 Government to Citizen

1.7.2 Government to Business

1.7.3 Government to government

1.7.4 Government to Employee

1.8 Importance of E -Governance

1.9 Challenges to E- Governance

1.10 E Governance as a tool of good governance

1.11 Summing Up

1.12 Exercises

1.13 References and Suggested Readings

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

1.2 Objectives

To have idea about ICT and its use in administration

To know the meaning of E Governance

To know the process of evolution of E governance

To know the models of E Governance

To identify the significance of E Governance

To know how E Governance helps in establishing Good Governance

1.3 Information and Communication Technology

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 icts 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.”

1.4 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 day 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.

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.

1.5 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.

Eservice 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.

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

1.5.1 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 debureaucratisation, decentralisation new public management emphasises 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.

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 organisations for sharing of information and for flow of data among various government's 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-

Computerisation 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.

1.5.2 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-

Traditional administration

Paper Files

Delayed aces(for bureaucratisation, red tapism)

E Governance

Computer files

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 oriente	Continuous improvement

Stop to Consider

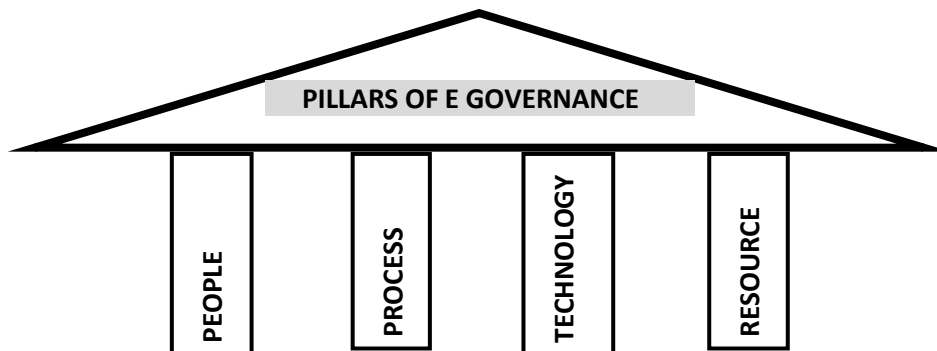
E- government and E- Governance- E government and E governance are although used synonymously but there exists difference between the two. E government refers to modernisation of process and service delivery system of government by the use of information and communication technology whereas e governance 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.

1.5.3 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-

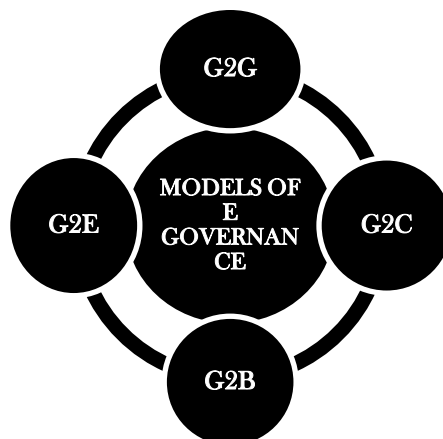
- To make every information of the government available for its citizen.
- To create a cooperative structure between government and citizen so that both sides get benefitted.
- To increase people's participation in government administration.
- To establish transparency and accountability in governance.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

1.6 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.

1.7 Models of E- governance



1.7.1 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 any where. It is very helpful in saving time of the citizen.

Government is 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.

1.7.2 G2G (Government to Government)

It refers to interaction between different government organisations, 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.

1.7.3 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.

1.7.4 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)

1.8 Importance of E Governance-

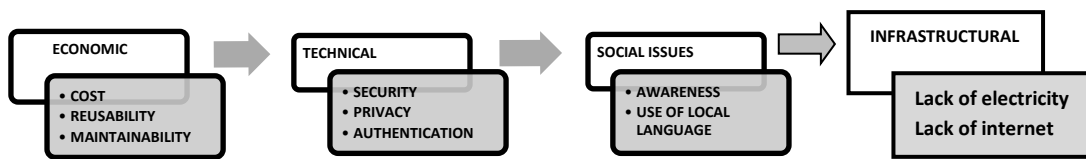
E Governance in present day administration has attained serious importance. It has brought a new and smart way of working in governance. Its main importance are-

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 inturn 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 debureaucratisation 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.

1.9 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 can not 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 have 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.



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.

1.10 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 marginalised people. One important goal of good governance is to enable an organisation 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 modernise 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 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.

1.11 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 more simple and advanced technology that increases people's participation in e governance.

1.12 Exercises

1. Write in brief about the Importance of ICT in Administration and governance.
2. Discuss about the meaning and development of e governance.
3. To what extent e governance can lead towards good governance? Discuss.

4. On what grounds e governance can be considered a reform in traditional administration? explain.
5. Write in brief about the types of e governance.
6. Discuss about the significance and challenges of e governance.

1.13 References and further study

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UNIT – 4: PUBLIC PRIVATE INTERFACE

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4.5 Summing Up

4.6 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 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.

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.

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 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.

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 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, control 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.

Self Asking Questions

Why both Public and Private Administration is considered as distinct form of Administration?

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4.4.2 Dissimilarities

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

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.

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 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.

Self Asking Question

How does the relation between Public Administration and Private Administration is influenced by the political philosophy of the society?
(20-60words)

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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.

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.

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.
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.

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.

4.5.3 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

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

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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.

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Unit 1: Meaning and Concept.

- Introduction
- Objectives
- Meaning of administrative culture
- Parameters of Administrative Culture
- Approaches to the study of Administrative Culture
- Emerging issues in administrative culture of India
- Summing up
- References and suggested readings

Introduction:-

Today, we all are living in the era of welfare state where utmost importance is given to the concepts of good governance and sustainable development. Also, liberalization, privatization and globalization have posed various challenges to all the nations. The nations need to incorporate changes within the administrative apparatus so as to cope up with the changing circumstances. Thus, the need of the hour is to embrace and incorporate different and alternative cultural traditions and due respect need to be given to the diversity all around. But at the same time, a nation must respect its own culture and tradition. Only when a Nation maintains its own identity and also can incorporate all the new challenges and strains within the governing system and its administrative culture, then only the quality of life will be better. Here comes the important role of administrative culture. It is believed that a country with a good administrative culture can go a long way in delivering good administration to the masses. In this unit, we will make an endeavor to study the meaning and concept of administrative culture, with emphasis on the emerging issues in administrative culture, from time to time.

Objectives:-

The study of administrative culture has become increasingly relevant in the present global scenario. Different countries have different administrative cultures and it is pertinent for all of us to discuss the various parameters of the concept of administrative culture. In this unit, we will make an attempt to:

- *Discuss* the meaning and concept of administrative culture.
- *Explain* the significance of administrative culture in governing process.
- *Analyse* the various parameters of the concept of administrative culture.
- *Describe* the various emerging issues in the administrative culture of our country from time to time.

Meaning of administrative culture:-

In order to understand what is actually meant by ‘administrative culture’, we need to understand firstly the meaning of culture.

In common parlance, ‘culture’ indicates the social norms, beliefs, attitudes, values and perceptions of an individual, which helps the individual to shape his personality. Similarly, ‘administrative culture’ can be understood as the shared norms, values, attitudes, perceptions and interpretations of the government officials in the realm of public administration. It needs mention here that no administration works in vacuum, but it is always influenced or shaped by the environment in which it operates or exists. That is why, administrative culture is different under different situations or different environment. Also, administrative culture is very much influenced by the general culture of a community. Thus, administrative cultures are those values or a set of values which influences the behaviour of a member of an organization and in turn it governs and shapes the administrative system and its working.
<https://www.beingpolitical.online/2019/07/administrative-culture.html>

Singer opines that the anthropological concept of culture covers all facets of humans in the society: knowledge, behaviour, beliefs, art, morals, law, customs etc. (Singer, 1968).

https://desitterpublications.com/books/images/admin_intro.pdf

Thus, looking from this angle, culture is simply the way of life of a given society. Now, if we look at the meaning of ‘administrative

culture’, we see that there are different shades of opinions regarding the meaning or definition of administrative culture. Like most other concepts of social sciences, even the term ‘administrative culture’ has different meanings and different perspectives. However, it needs mention here that a particular system behaves as per the administrative culture prevailing over there. For example, if a system is having lack of transparency and professionalism, then these are the symptoms of malaise which are prevailing in that administrative culture, and this will adversely affect the whole administrative system. Similarly, a sound and good administrative culture which is marked by transparency and lack of corruption, there the system will work in smooth and efficient manner.

Here, we can also discuss a bit about the place of values in administration. We can say that during the 20th century, the question of values and ethics in the administration was not given much attention and more emphasis was given on dispassionate, scientific and mechanical administration so as to bring about efficiency in administration. Heavy emphasis was placed on quantification with blind faith on the structures, processes and procedures and while doing so, there was a total disregard for the moral or ethical dimensions in administration. However, in course of time, due place and importance has been accorded to both facts and values in the administrative domain.

Parameters of Administrative Culture:-

Dwivedi and Nef have suggested certain parameters based on which the administrative cultures, like all cultures, differs. These parameters are like:-

(1) Administrative culture of a particular place is shaped by various factors. It reflects the distinctiveness and complexity of the various regional, national and local realities. Also, it reflects the various historical experiences, whether they have been under any domination etc. Thus, administrative cultures are products of historical happenings ie., they are shaped by the past experiences, myths and traditions.

(2) Again, administrative culture is very much shaped and conditioned by the existing situation, circumstances and challenges.

(3) The administrative culture is a part of the general culture and thus is a part of the larger whole. It is a part of the wider culture of a society.

(4) Administrative culture is very much dynamic and is subject to change.

(5) Administrative cultures are always influenced by global as well as regional trends. At times, they are derivative in case of lesser developed regions. Also, it is the result of a process where both implicit and explicit factors work. Most of the administrative reforms have addressed the issue of administrative culture either directly or indirectly.

https://desitterpublications.com/books/images/admin_intro.pdf

Approaches to the study of Administrative Culture:-

We will now deal with three approaches to the study of Administrative Culture, which are:-

(1) **The Deontological Approach:-** This approach focuses attention on the ethics and morality aspect of the administrator and stands on the premises that if morality or ethical norms are not followed in state activities, then, ultimately there will be weakening of morality in the state affairs and this will eventually lead to the rise of unethical activities in the public sphere. It has been asserted that if justice, equality, equity and freedom are to be maintained, proximate political and administrative acts must draw on some ethical foundations (Dwivedi 1995). According to this approach, the very basic purpose of administration is providing service to the community and thus, public service must be considered as a vocation where emphasis need to be placed on service dimension rather than economic and material considerations. Here, we can cite Hennessy who emphasized on “a genetic code of conduct”, which emphasizes on the following values: probity, care for the evidence, respect for reason, willingness to speak the truth to ministers, a readiness to carry out instructions to the contrary if over-ridden, an appreciation of the wider public interest, equity and a constant concern for democratic ideals (Hennessy 1989).

(2) **The Teleological Approach:-** This approach emphasizes on the success of a decision in producing a desired effect. It lays stress on the processes and procedures in governmental administration with emphasis on the ultimate purpose or ends. Thus, this particular approach mainly emphasizes on the effects observed, results achieved and ends met.

(3) **The Spiritual Approach:-** This approach emphasizes on the fact that by understanding the relevance of spirituality in the

management of state affairs, a common strategy for good governance can be developed. According to the proponents of this approach, values and morality dimensions are not just limited to personal matters only, but, even a democratic society needs to be founded on the principles of dignity and worth of all people. If we see in minutest details, we find that every Constitution upholds the moral values and thus, public policy and management must be based on the moral foundations. If this kind of moral and spiritual obligation is not there, no one can expect the public servants to exhibit the virtues of service towards the society and commitment to the cause of common good and collective welfare. And if these ideals are followed, then, we can get rid of evils like greed, exploitation, abuse of power, mistreatment of people etc. Spirituality helps in the inculcation of self-discipline, humility, absence of arrogance amongst public officials and provides the required incentive to the public officials to serve the public with dignity and respect.

https://desitterpublications.com/books/images/admin_intro.pdf

Thus, the above discussed approaches help us understand as to what dictums need to be followed so that good governance is possible in the administrative culture. If these values are not adhered to in the governing process, then, laws, codes of conduct etc will not help much. For example, we have lots of anti-corruption laws. But despite that, corruption is looming large in the society. Thus, today the entire gamut of public service is going through a period of turmoil and various remedial measures have been suggested from various corners so as to improve the administrative culture.

However, Gerald Caiden has stated in 1998 that despite the trend of globalization, people are interested in retaining their distinctive identity and culture (Caiden 1998)

https://desitterpublications.com/books/images/admin_intro.pdf

SAQ:-

Q. Do you think that administrative culture of developing nations differ from the administrative culture of developed nations? Discuss.

Emerging issues in administrative culture of India:-

In India, the administrative structure and the pattern of functioning of the bureaucrats carry the British legacy. However, fast changes owing

to globalization and other factors have led to the corresponding changes in Indian administrative culture from time to time. After independence, our country adopted the goals of development and democracy and in course of time, decentralization and while initiating the developmental goals, there was necessity of changing the stereotyped civil services which called for its overhauling to keep up with the changing circumstances. This goal of development and progress in the welfare state, called for administrative restructuring in independent India. The enormous problems of development and reconstruction posed certain new challenges to the system which needed to be tackled with speed and efficiency. This rapid pace of development and continuous adaptation to the changing circumstances necessitated changes in the administrative culture. There emerged the need to draw people i.e., masses towards the plans and projects undertaken. Because for the success of these projects, co-operation and enthusiastic efforts of the people were needed the most. Hence, came the need for decentralization in administration. However, it needs mention here that though panchayati raj bodies were formed long back, still, we see many of them are unable to function properly due to various problems. Thus, from the above discussion, it is clear that the problems faced by independent India were different from those faced earlier and so, the administrative culture of civil servants had to undergo radical change. While pursuing these new developmental goals, there came about various changes in the administrative culture. The 5th Pay Commission also suggested various measures to transform Indian Civil Services in the new context. Thus, if we look at the broad spectrum of facts pertaining to administrative culture in our country, we find that, the change in India from colonial rule to that of the welfare state led to enormous increase of governmental activities, where the civil servants formed the nucleus of change. Under this situation, it was demanded that political neutrality need to be the hallmark of the administrative culture of the civil servants. At the same time, the civil servants need to be efficient, and must also be able to uphold democratic participation, accountability and empowerment i.e., they need to be citizen-centric.

<https://www.jstor.org/stable/41858868?seq=1>

Now, we all have understood the meaning of administrative culture and also could understand that there are host of factors due to which the administrative cultures changes from time to time. We can now throw some light on some of the emerging trends in Indian administrative culture, which are like:-

- Decentralisation:-** India is a huge country and so, in course of time, need was felt for decentralization of powers. Infact, democracy can be success in true sense of the term only when the people at the grassroots level are given a chance in the decision-making process. Thus, it was felt with the passage of time that democratic decentralization can go a long way in solving various problems faced by the people. Here, it needs mention that the concept of decentralization of power did not find much favour with the members of the Constituent Assembly. So, the only mention about it under Indian Constitution was in Article 40, embedded in the Directive Principles of State Policy. However, panchayats played pivotal role if we look back into Indian history. But afterwards, when the developmental projects were undertaken, need was felt for genuine devolution of power. It was felt that local problems gets sorted out quickly only when people themselves gets involved in the process. Thereafter, the 73rd and 74th Constitutional Amendment Acts provided for decentralization of powers. But even though decentralization came in form, it did not come in substance. We know that for success of democratic decentralization, there is the need of transfer of three Fs: funds, functions and functionaries. Only transfer of functions does not help because without corresponding transfer of funds, works cannot be done properly. So, the need of the hour is genuine decentralization of powers, through which the local resources can be utilized to the best possible extent. Thus, we see that in India, democratic decentralization is a mixed bag of experience. In some parts of the country, it is working properly whereas, in other parts, it is lagging behind.
- Criminalization of Politics:-** Today corruption has loomed large at all the levels of government. We know that the entire edifice of civil service in India stands on the concept of civil service neutrality, which indicates that the bureaucrats should not have any political affiliations. They should discharge their duties with dedication and must be in a position to serve all the governments, irrespective of which party forms the government. However, recently certain upheavals have shaken the entire concept of civil service neutrality. Soon after Indian independence, the whole administrative system had to function in the context of democratization and development, and ultimately in the context of decentralization, and while doing so, the entire concept of politico-administrative dichotomy got blurred. Because while undertaking and implementing the developmental plans and programmes, the civil servants had to work in close co-operation with the ministers.

Thus, while working totally within the political vortex, the civil servants at times find it difficult to strictly adhere to the principle of civil service neutrality. Here, one thing needs to be mentioned is that civil service neutrality does not mean apathy or complete indifference on the part of the civil servants, but it means commitment, dedication and integrity on the part of the civil servants, committed towards service and Constitutional norms. But unfortunately, the whole concept of commitment got changed and came under stress and turmoil during the emergency period of 70s when commitment indicated commitment towards party politics. Thus, emerged the concept of criminalization of politics, which is very unfortunate and adversely affecting the administrative culture in India. Thus, the need of the hour is to inculcate fearlessness in the minds of the civil servants so that they can discharge their duties honestly and efficiently.

- **Corruption and Red-tapism:-** Corruption and Red-tapism are the major hurdles our administration is facing. Corruption is adversely affecting our entire administrative functioning and red-tapism is responsible for unnecessary delays in the work procedure. Following rules and regulations are no doubt good but dogged and blind attachment to the rules simply delays the process and thus, adversely affects smooth function of the administrative system.
- **Efforts towards sustainable development:-** Indian administration is committed towards sustainable developmental goals. The UN has defined Sustainable development as the development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Since the proclamation of sustainable development goals, various legal and socio-economic changes have been made in our country. That our country has made various efforts towards bringing about sustainable development is evident from the fact that there is stress on eradicating poverty in all its forms, also emphasis is given to end hunger, achieve food security and improved nutrition and to promote sustainable agriculture. Moreover, efforts were given to ensure inclusive and equitable quality education and promoting lifelong learning opportunities for all. Here we can cite the example of the Swachh Bharat Abhiyan, which was an important step towards improving the cleanliness of the environment and thereby indirectly improving the health conditions. <https://lawcolloquy.com/publications/blog/india-s-journey-towards-sustainable-development/220>

Thus, India's commitment towards SDGs (Sustainable development goals) is very much reflected in

its various programmes like, sabka saath sabka vikaas (collective efforts for inclusive growth), Swachh Bharat (clean and healthy India), rural sanitation programmes etc. Our country has made great progress towards inclusive and sustainable growth by laying emphasis on various factors like, building necessary infrastructure, spurring investments, fostering technological innovations, boosting entrepreneurship etc.

<https://sustainabledevelopment.un.org/memberstates/india>

- NPM:- Today, we are living in the age of 'Digital era governance' and so, contemporary public administration has become multi-functional in its nature. Public administration these days not only performs regulatory functions but also decides policies regarding sustainable development. In this globalised world order, where everything is interconnected, there, the changing nature of world relations affects the norms and practices of public administration and as a result, many reforms are initiated in the domain of public administration. Thus, in course of time, certain new concepts emerged in the field of public administration so as to cope up with the changing times. These concepts are like that of concept of reinventing government (RG), business process reengineering (BPR), New Public Management (NPM) etc. NPM is considered as the new paradigm or model which is used to reform the government. Moreover, the latest trends of digitalization of economy and e-governance has also posed new challenges to administration, which again demanded certain new changes in the field of administration. Also, Information Technology (IT) revolutions changed many of the administrative practices. Today, where the world has turned into a digital community, every aspect of information got interconnected and there is global data flows regarding trade, capital, information and people. All these demanded a shift in emphasis on the part of policy makers, who need to be well equipped these days with digital gadgets so that they can thwart off any kind of problem arising out of digital connectivity like hacking breach of data, cyber crimes etc. <https://www.archives.palarch.nl/index.php/jae/article/download/5982/5887>

Stop to consider:-

Concepts of 'administrative culture', 'administrative behaviour' and environment are inter-connected:-

All the above mentioned concepts are inter-connected i.e., one influences the other. Culture simply indicates the values which are cherished by an individual or an organization and these values get reflected in the behavioural patterns. We know that administration simply means what the government does and how it manages the affairs of the people or how it serves the people. Thus, administrative culture and administrative behaviour indicates the culture and behaviour of the governmental organizations. Every administrative organization has a culture of its own which governs the relationship within that organization. Thus, we can say that, culture is to an organization what personality is to an individual. And also it is true that the overall socio-economic and political environment within which the administrative system works, has its influence upon the functionaries. The environment in which they are working, that moulds their manner, style and behavioural patterns. Thus, administrative culture is a complex phenomenon and various parameters and dimensions are there that constitutes the administrative culture.

Check your progress:-

Q.1. Explain what is meant by administrative culture? What are the characteristic features of administrative culture?

Q.2. Explain the emerging issues in the administrative culture of India, from time to time.

Summing up:-

From the above discussion, it is clear to all of us that the efficient functioning of any administrative system depends on the administrative culture prevailing over there. No administrative system can afford to be rigid, but needs to be change-oriented, result-oriented and people-oriented. Also from the above discussion, we all have understood that administrative culture is very much influenced by the environment in which it operates and in turn it influences the environment. Need of the hour is to have a good administrative culture so that good governance can be firmly established. To have a good administrative culture, certain aspects need to be fulfilled like transparent policies of transfer, posting and promotion, so that the civil servants can work freely and fearlessly without any undue pressure on them. Also, respect for dissent, zero tolerance for corruption, clearly

articulated performance standards for every individual and institutions are the real need of the hour. More transparency is needed so as to have accountability within the administrative system. The bureaucrats should not succumb to the undue pressures just because of fear of arbitrary and frequent transfers, adverse remarks on annual reports thereby adversely affecting his promotional prospects etc. All these menace must be removed from administrative culture through proper administrative reforms. Due to improper administrative culture, the whole society gets adversely affected and the ethos of the society starts getting metamorphosed. The ethical values which started slowly withering away from the society needs to be restored back. The ills engulfing the administrative culture need to be thrown out. Otherwise the entire system will get redundant and counter-productive. One cannot expect to have a clean administration, if the administrative culture is suffering from defects. Our country is facing a host of problems like that of poverty, illiteracy, unemployment, corruption, influence, abuse of power and widespread inefficiency. Good administrative culture will help us get rid of all these problems and will help in restoring faith in the administrative system.

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<https://www.beingpolitical.online/2019/07/administrative-culture.html>

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UNIT 2

Components of administrative culture

- Introduction
- Objectives
- Components of administrative culture
- Administrative culture and its components: issues and perspectives
- Shifts in the components of Administrative Culture
- Fred W. Riggs' Ecological Approach
- Summing up
- References and suggested readings

Introduction:-

We have discussed in the previous unit about the meaning and concept of administrative culture. From that discussion, we have understood that administrative culture plays a pivotal role in the working of any administrative system. If the administrative culture is good, then the administrative system works effectively and efficiently. Otherwise, if the administrative culture has some loopholes within it, then it adversely affects the performance of entire administrative system. Thus, administrative culture occupies a vital place of importance in all the administrative systems. In this particular unit, we will discuss about the various components of administrative culture.

Objectives:-

We have already discussed in the previous unit about the meaning, concept, definition and other important parameters of administrative culture. After reading this unit, you will be able to:

- Discuss about the vital components of administrative culture.

- Explain why these components play a vital place of importance in the administrative systems.
- Analyse the positive and negative aspects of these components.
- Describe the various shifts in the components of administrative culture.

Components of administrative culture:-

We have already discussed that administrative culture is always a reflection of the social climate – it simply reflects what is going on in the society. Thus, it is a part of the general culture of the society. Each country has its own administrative culture. The internal environment of a place is always determined by certain characteristics of the internal as well as the external environment and thus, both are interdependent and interconnected. Administrative culture of a place always reflects the overall situation of a society. It needs mention here that public administration never works in vacuum but is an aspect of the social system. Thus, if enhancement of administrative capacity is required and if improvement in administrative culture is needed, then there must be development of the society and vice versa. <https://hrcak.srce.hr/file/194854>

It is pertinent to mention here that the culture of a society is shaped by long process of evolution and it is well reflected in its social, economic and the political institutions. The administrative behaviour of a society is very much influenced by the values cherished by the society. <https://egyankosh.ac.in/bitstream/123456789/19132/1/Unit-21.pdf>

Let us discuss now the various important components of the administrative culture in any administrative system:-

(1) Administrative culture has its unique qualities. Just like each individual has his/her unique personality, similarly, an organization or a system also has its own distinctive culture.

(2) Organizational culture influences the behaviour of the members of the group. Thus, it defines the collective behaviour of the people.

(3) Administrative culture or organizational culture is a system which has evolved over time in a system and is based on shared attitudes, beliefs, customs and written as well as unwritten rules, within the organization.

(4) Every organization develops and maintains its own administrative culture which provides guidelines to the members of the organization regarding their behavioural pattern. As opined by Robbie Katanga that organizational culture is how organizations do things.

(5) It affects the organization's productivity and performance.

(6) Administrative culture places due weightage on innovation i.e., innovative techniques to deal with the different situations efficiently.

(7) It also has an achievement orientation as it emphasizes on effectiveness of performance and outcomes.

(8) It is thus an informal control mechanism which binds together the people within an organization.

(9) Thus, the functioning of an administrative system depends upon the administrative culture prevailing over there. Good administrative culture helps a country towards the path of progress and development. <https://www.iedunote.com/organizational-culture>

Moreover, we have discussed in previous unit about the parameters of administrative culture, which very much reflects the components of administrative culture.

Administrative culture and its components: issues and perspectives:-

We often come across a saying that “work is worship”. Even in Bhagvat Gita, the karma yoga philosophy emphasizes the fact that one can attain salvation through right karma. Thus, it is believed that both at the individual and professional level, one need to imbibe certain virtues for qualitative performance. In today's era, there is competition amongst all the societies and nations and the working culture plays a very vital role in determining the successful performance of any system. Thus, administrative culture has its own components, i.e., it can have its positive as well as negative sides. Let us now discuss those positive and negative aspects of the administrative culture. Positive administrative culture has certain features like,

1. There is always an emphasis on development with goals being very much clear and plans are well laid out for the achievement of those multifaceted goals.
2. Continuous system of evaluation is done so as to assess performance within the organization.

3. Creating an ambience of self motivation amongst the members of the organization.
4. Sound time management with equal emphasis on work ethics which also values creativity and innovation.
5. Inspiring leadership also can go a long way in creating positive administrative culture within an organization, because positive leadership can get the best out of the subordinates.
6. Empathy towards the citizens' needs and problems and working positively so as to meet those needs and fulfilling their aspirations.
7. Emphasis on maintaining high ethical standards within a system with utmost concern for providing qualitative service to the citizens.
8. Futuristic orientation in order to meet any challenges or unforeseen situation. (Arora, R. K; Administrative Change – A journal on political and administrative development; jan-dec 2015)

We have discussed above some of the features or components of positive administrative culture within an organization. When an organization or an administrative system is characterized by such positive administrative culture, it leads to positive work within the organization. Some of the positive outcomes are like: it leads to the creation of a healthy organization where there is efficiency, productivity and effectiveness of a higher order. Such healthy environment also leads to better standards of performance coupled with enhanced creativity and high level of citizen satisfaction.

Similarly, an administrative system having negative administrative culture is adversely affected. Negative administrative culture refers to components like: lack of professionalism where work is considered as load not as mission, where there is culture of complaints and dissatisfaction with only marginal care for citizen's needs etc. Such negative work culture within administrative system leads to low productivity and inefficiency within the system. It also leads to poor goal achievement where the personnel engaged feel stressed and demotivated. Thus, a system having negative administrative culture adversely affects the working of entire administrative system. If we look at the Indian scenario, we find that there is a popular perception about work culture in governmental sphere and that is that it has got substantial scope for improvement. No doubt, the system is improving and there has been emphasis on good governance and sustainable development and we can hope that this will change for better. (Arora,

Shifts in the components of Administrative Culture:-

Public administration today is reflecting lot of changes in the governmental practices. The practices under the traditional public administration have come under attack from various fronts and thus, public administration has tried to incorporate within its domain various new practices so as to improve its performance and accomplish the goals with efficiency. We can discuss here some of the shifts in the components of administrative culture in all the countries:-

- Recently, a shift of emphasis has been noticed in the field of public administration and the new paradigm of administration known as ‘New Public Management’ has emerged which stands for a series of shifts in the administrative practices. NPM is considered as the new paradigm or model which is used to reform the government and thus, this is a vital shift in the administrative culture of the nations.
- Also, another trend is that of emphasis on ‘good governance’ where government is expected to be adaptable, responsive, efficient and effective and entrepreneurial. It must be responsive to citizen’s needs.
- More emphasis today is given on the importance of civil society and participatory development, where people themselves can actively participate in the decision-making process. It has been realized that the real need of the hour is strengthening of the civil society which is an essential dimension of any sincere efforts towards increasing the responsiveness of administration.
- Globalization and liberalization again exerted tremendous influence on the administrative practices of all the nations. The Twenty-third International Congress of Administrative Science held in Dubai by the International Institute of Administrative Science (IIAS-Brussels) discussed in detail about the challenges posed by globalization and the possible administrative responses to them. It has been felt by the participants over there that the governments need to undergo a total restructuring of roles, politics, organizations and practices so as to enable the public sector to contribute to the competitiveness of the national economy and for its

effective integration in the global market. (Valsan, E. H; Globalization and Public Administration; Recent perspectives in Public Administration, 2011). Thus, it is seen that the nations had to strengthen the capacity of governance so as to cope up with the challenges of globalization and to comply with the imperatives of globalization.

- Also under the changed circumstances, more emphasis has been given on the dimension of transparency in administration.
- Also, more emphasis has been given on the aspect of decentralization of administration because there has been a realization that the local problems cannot be solved properly through the traditional method of centralized governance. Rather, these problems can be solved in the best possible manner through the involvement of people at the grassroots. Thus, it has been emphasized that the democratic and participatory processes need to be strengthened so as to deal with various problems of lack of administrative responsiveness.
- Technological innovations have come up in the governmental field. And administrative reforms have been emphasized in all the domains of administration with special emphasis on the civil service reforms. In all the reforms discourses, increasing the efficiency of public administration has become the key issue. Even the developed countries have adopted reforms as per their needs and contextual possibilities.
- Moreover, there has been a growing realization for the need of ethics in government with a renewed insistence on good governance. In such a situation, the civil servants are expected to be fully responsive to the Constitutional norms. (Recent Perspectives in Public Administration; edited by Ramesh K. Arora, 2011)

Stop to consider:-

Let us discuss here some of the facts connected with the concept of administrative culture:

- When in 1963, G. Almond and Sydney Verba published their path breaking work 'The Civic Culture', it was then that the culture approach was introduced in social sciences.

- It is not easy to identify the parameters, dimensions and components that constitute the administrative culture. It can be simply defined as an accumulated repository of the beliefs, values, attitudes etc., which governs and shape the working of administrative systems in a society.
- Four key components of administrative culture has been identified by the scholars over the time, which are the administrator, the administrator's perception of the organizational goals, the administrative ecology and the socio-cultural value norms, which ultimately gives meaning to the various administrative actions and behaviour.

SAQ:-

Q. Do you think that the components of administrative culture in any country remain static or rigid over the years? Or do you think these components keep on changing as per the need of the changing circumstances. Discuss.

Fred W. Riggs' Ecological Approach:-

It is pertinent to discuss here the Ecological Approach of Fred W. Riggs. It is because we have already discussed above the various components of administrative culture and understood the fact that administrative culture is actually a part of the greater social culture. That is, there is close connection between the environment and the administrative culture. Fred W. Riggs has taken the help of structural-functional approach and systems approach while explaining the ecological approach. According to the ecological approach, the environment influences the system in the form of "inputs" which are then converted into "outputs" by the system. This interaction between a system and its environment is the crux of the ecological approach. It explains the fact that each and every administrative system is influenced by the society of which it is a part and also it in turn influences the society. Riggs has discussed at length about the models of fused, prismatic and diffracted societies, and said that in between the two polar types of fused and diffracted societies, comes the category of prismatic society where there is a high degree of formalism, overlapping and heterogeneity.

Check your progress:-

Q.1. Discuss the various components of administrative culture. What are the recent shifts or changes in the administrative cultures of the different countries?

Q.2. Discuss in detail Fred W. Riggs' Ecological Approach, with special emphasis on prismatic society.

Summing up:-

Thus, we have discussed above the various components of administrative culture, with special emphasis on the changes on the administrative culture from time to time. We have understood the fact that in the traditional public administration, more emphasis was given on the regulatory duties like maintenance of law and order but with the emergence of the welfare states, various duties got covered within the ambit of governmental functions and today, government is expected to be accountable, transparent, responsive, adaptable and entrepreneurial. Thus, administrative culture has also come under deep scrutiny in all the countries. It became crystal clear that if the administrative culture is good, then it has its positive impact in the working of the administrative systems and if the administrative culture has loopholes then that will adversely affect the entire administrative system.

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Unit 3

Civil Society and Participatory Development.

- Introduction
- Objectives
- Concept of ‘Civil Society’
- Concept of ‘Participatory Development’
- Developing countries and ‘Participatory Development’
- Participatory development and Good Governance
- Importance and Limitations of participatory development
- Summing up
- References and suggested readings

Introduction:-

There is a close connection between the concepts of good governance, participatory development, and observance of human rights, democratization and sustainable development. It is believed that an open, transparent, democratic and accountable system of governance can help in the protection and promotion of human rights. Sustainable development is possible only when these things are followed. Participatory development helps in the effective implementation of various developmental plans and programmes and thus it strengthens the civil society by empowering the people at the grassroots. It is true that all the problems get better solved when there is involvement of the local communities. This involvement is very essential to have effective management and balanced development of the environment, natural resources and human resources. In this unit, we will make an endeavour to study in details the concepts of civil society and participatory development.

Objectives:-

The role of civil society and participatory development is becoming increasingly relevant in the present global scenario. In this unit, we will make an attempt to understand these concepts. After reading this unit, you will be able to:

- Discuss the meaning, concept and definition of civil society and participatory development.
- Describe the significance of participatory development in the civil society.
- Explain the relationship between participation and empowerment.
- Analyse the role of participatory development in the realization of the goal of good governance and sustainable development.

Concept of ‘Civil Society’:-

The concept of ‘civil society’ has assumed great importance these days and is regarded as a vital part of human development. However, the concept means different things to different people. But it is strongly believed that a strong civil society is very vital component for the successful realization and implementation of the developmental programmes. A strong civil society supports democracy because it helps in the process of policy accountability to its citizens and thereby prevents state from abuse of power. Thus, these days there has been a focus on the importance of the civil society which again reflects a growing concern for the important role of the local institutions in supporting and undertaking development. Long term sustainable development is possible only when we have a strong civil society. It has been realized that people’s participation and role in the planning and implementation of the developmental programme is very essential. Here, it needs mention that a strong and viable democracy requires the presence of civil society, but civil society in itself does not necessarily indicate democratization. The civil society must be powerful enough so as to participate in the developmental process. Hence, the essential part of the policy agenda of people-centred development is that people have constant access to decision-making power (UNDP, 1993). <https://transformasiglobal.ub.ac.id/index.php/trans/article/download/57/52>

In some context, the concept of civil society commonly refers to the civil society organizations like that of NGOs and advocacy groups. However, this is a more limited concept and the wider concept as used by the scholars indicates that civil society includes a wider and more articulated social space where issues are raised and debated and political demands are addressed to decision-makers. https://www.researchgate.net/publication/304686675_The_Participation_of_Civil_Society

Generally, Civil Society indicates non-governmental, private, voluntarily organized associations or institutions of the people, through which they try to secure their needs, desires and objectives (Brown, 2009:3). Andrew Heywood again opined that civil society refers to a realm of associations, business, interest groups, classes, families and so on. <https://dergipark.org.tr/en/download/article-file/787561>

Thus, from the above discussion, it is clear to all of us that civil society plays a very important role in the entire process of development and national cohesion. Also, we have understood that civil society comprises of the organizations which are not associated with government but outside the governmental organization like that of schools and universities, advocacy groups, professional associations, cultural institutions etc. These civil society organizations undoubtedly play a very important role as they are an important source of information for both the citizens and the government. <https://www.brookings.edu/blog/up-front/2020/04/06/civil-society-an-essential-ingredient-of-development/>

Concept of ‘Participatory Development’:-

We have discussed above that participatory development is essential for the success of democracy. Now the question is, what is actually Participatory Development? It is actually a process of popular participation in which people themselves take an active and influential part in the decision-making process, which affects their lives. Though the whole process of participatory development is quite a long and difficult one, but it definitely serves many useful purposes, like, through this process the local knowledge can be best utilized and also, the objectives and outputs are relevant to the perceived needs.

Actually, now-a-days, whenever we talk of development, parallel importance is given to the concepts of ‘participation’ and

‘empowerment’. In earlier developmental agendas, more importance was assigned to State which was responsible for ensuring economic efficiency as well as stability and social development. However, the neo-liberal thinking has ushered in a change in thinking and regarded State as a barrier in development and thereby promoted market liberalism. Recently, neo-liberal development strategy has emphasized on the growing importance of the civil society, so as to achieve the developmental objectives. They asserted the fact that civil society can exert organized pressure on unresponsive States and thus can promote democratic stability and good governance. Civil society also serves various other useful purposes like, it can give chance to the people at the grassroots level for effective participation in the developmental programmes and thus can help in the empowerment of the local people. Revised neo-liberalism and post-marxism asserts the belief that states or markets cannot lead solely towards ensuring social equality and welfare growth. Local actors, their knowledge and interventions play a key role in the process of development. We can refer here Kochen and Deutsch, who were concerned with the question of efficiency in policy formulation and considered that the core of decentralization in a service system is its responsiveness, the shortness of its communication time and the directness of its channels between servers and the clients. There are varieties of opinions regarding the benefits of participatory development but the common ground is that it leads to codifying the local knowledge which is a necessary first step towards beneficial social change. Proponents of participatory development assumes that the local knowledge can reverse the previously damaging interventions which treated locals as mere passive recipients. Thus, we can say that there are paradoxical consensus regarding the role of local participation in this globalised world. Some opines that such local empowerment can underplay the role of the state. However, recent discourses on development studies says that the civil society acts as an alternative to inefficient and unresponsive state institutions and there is a growing emphasis on the state-society relationship rather than seeing the state and civil society as separate spheres. <https://www.jstor.org/stable/3993419?seq=2>

Today, in this era of good governance, stress is given on the all-round development of all in the society. There are different paths to development but all the concepts of development converge in the point that improvement in the living conditions of the people is not possible unless and until people themselves take an active part in their own developmental process. Thus, it is strongly believed that development or progress cannot be imposed from outside but it must be initiated from within i.e., it must be based on locally based and sustainable

initiatives. Thus, now-a-days, people centered and people controlled development is given much more importance and thus participation of the people in the decision making process is now widely recognized. Thus, over the last few years, people's participation in the decision-making process or participatory development has become a buzzword in the developmental process. Earlier, development was carried out for the people but it was not by them. Presently it is widely felt that the basic fault in the conventional approach to development was that the local people were rarely consulted while planning their developmental programmes but it was simply imposed from outside. This realization has ushered in a new interest in an alternative developmental strategy, which is known as the participatory development. <https://egyankosh.ac.in/bitstream/123456789/39137/1/Unit-1.pdf>

Here, let us discuss some of the definitions of participatory development for better understanding of the concept. Participation includes people's involvement in decision-making processes, in implementing programmes, their sharing in benefits of developmental programmes and their involvement in efforts to evaluate such programmes (Cohen and Uphoff, 1977). According to the Asian Development Bank, "Participatory development may be defined as a process through which stakeholders can influence and share control over development initiatives, and over the decisions and resources that affect themselves." According to UNDP (1993:21) 'Participation means that people are closely involved in the economic, social, cultural and political processes that affect their lives'. <https://egyankosh.ac.in/bitstream/123456789/39137/1/Unit-1.pdf>

UNDP in its Human development Report (1993:31) again noted that participation is a process, not an event. What is important is that the impulses for participation be understood and nurtured since participation is a plant that does not grow easily in the human environment.

<https://egyankosh.ac.in/bitstream/123456789/39137/1/Unit-1.pdf>

From the above discussion, it is clear to all of us that mainly emphasis is given on 'empowerment' which is the essential criteria to participatory development. This empowerment gets enhanced only when people's participation is based on democratic approach and people have a real role to play in the decision making process. Then only the empowerment will help people to develop their capacity to generate and influence development at the various levels. Here, another important point to be noted is women's participation in the development process. Thus, the concept of participatory development includes within its ambit women's equal participation so that women's

voices can also be heard. This kind of local initiatives, if encouraged, it will definitely help in developing more a sense of ownership among the local people.

SAQ:-

Discuss the significance of participatory development. Will it enhance rural empowerment? Discuss.

Developing countries and ‘Participatory Development’:-

The developing countries have embarked upon the goal of economic and social development so as to initiate a process of self-reliant and sustainable development. All these developing countries, for a long span of time, were under colonial regime and so soon after independence; they embarked upon socio-economic developmental process. “Self-reliant development” simply means enabling the society to achieve growth without any external aid. And “sustainable development” means a stable growth pattern where both economic development and ecological protection goes hand in hand. Thus, today when we talk about development, it not only means increasing the material production but it also means fostering and improving the social capabilities of the people who are involved in the developmental process. Thus, the need of the hour is that the people involved in the development process should take an active part in the whole process of planning and implementing the developmental activities, so that they can enjoy the benefits of those developmental projects. This involvement of the people is known as participatory development which helps in enhancing the effectiveness of the existing formal institutions. The limitations of the existing formal system can be compensated through such participation of people at the grassroots level. Thus, from the above discussion, it is crystal clear to all of us that participatory development is a process where the people’s will gets reflected in the administration, and also it helps in the improvement of self-governing skills of the people. It is very important for the realization of self-reliant, sustainable development and social justice. It needs mention here that in the traditional system of top-down approach to development, the entire process of

formulating and implementing the policies are done by the government and the people are regarded as mere recipients, who are in a passive role. This ultimately results in the growth of unsolved deep-rooted problems of poverty and other problems. Participatory development is the answer i.e., panacea to all these inadequacies. It can overcome the limitations of the top-down developmental approach, by initiating or adopting instead the bottom-up developmental approach. Thus, participatory development process has many advantages like it helps or enables people to acquire the skills needed to implement successfully the developmental projects. However, it never undermines the important role of the Central government. Obviously, central government is there which plays an important role in co-ordinating, planning and implementing all the developmental programmes on a national scale. Participatory development simply allows people at the grassroots level to participate in the decision-making process, by gauging the needs and views of local communities. Thus, from the above discussion, it is clear to all of us that participatory development is people-oriented developmental process. This participatory developmental process helps the developing nations in achieving the developmental goals. https://www.jica.go.jp/jica-ri/IFIC_and_JBICI-Studies/english/publications/reports/study/topical/part/part_5.html

Participatory development and Good Governance:-

Whenever we talk of development within a developing society, it means building into the society those mechanisms which will help it in attaining self-reliant growth without foreign assistance, will help in sustaining stable growth patterns for economic development in harmony with the environment, help at providing equal and appropriate opportunities to initiate development so as to overcome income gaps, regional disparities and inequalities between men and women. This type of developmental paradigm aims to foster and enhance people's capability so that they have a role to play in their society's development. For this, what is needed is people's willing involvement in a wide range of developmental activities as both agents and beneficiaries of development. The government-led developmental approach which was adopted by many of the developing countries in the 1950s and 1960s was no doubt effective and efficient but due to insufficient participatory capabilities of local people and local societies, deep-rooted problems of the society remained intact or even widened. It is to be noted here that participatory development is not an

attempt to replace the top-down development approach but it simply attempts to introduce a bottom-up system of development so as to remedy the government-led approach's shortcomings because it focuses attention on qualitative improvements in local people's participation. Thus, both the processes of participatory development and good governance is inter-related because good governance provides the foundation of participatory development as it creates the environment in which participatory development takes place. Also, participatory development promotes good governance in turn. https://www.gdrc.org/u-gov/doc-jica_gg.html

Importance and Limitations of participatory development:-

It has been realized by all that various approaches to development needed to be adapted to the local conditions, which are shaped by different socio-cultural, economical and political realities. It is true that participation enhances empowerment of the people at the grassroots and provides appropriate opportunities to the local people to think and develop solutions for themselves. Thus, participatory development serves various useful purposes, like, it allows the incorporation of local knowledge, skills and resources in the decision-making process and also ensures that the project or programme is responsible to the people's needs and demands. Thus, it enhances the goal of sustainable development and help in breaking the mentality of dependency. There has been a growing realization these days that the process of development through the implementation of projects and programmes will only acquire full meaning when the local population participates fully in their planning and implementation (Sapru, 2002). Emerging in 1980s and 1990s, as a reaction against conventional ways of top-down model of development, participatory development always emphasized on the importance of participation of the local people in the developmental process, thereby advocating the inclusion of local people's participation in development practices. There is a growing belief that involving the poor people in some aspects of these developmental projects and programmes would lead to better results due to the connection between development aid and its intended beneficiaries (Mansuri and Rao, 2012). The centralized and vertical top-down approach left no place for the people's participation in the decision-making processes. As a result, the outcomes were not satisfactory and the programmes did not produce the intended impacts, as these did not fit with the needs of the local people. Thus, in some

cases, the problem got aggravated rather than being solved. That is why, participatory development is the need of the hour. Brett (2003:5) defines participation as an educational and empowering process in which people, in partnership with each other and those able to assist them, identify problems and needs, mobilize resources and assume responsibility themselves to plan, manage, control and assess the individual and collective actions that they themselves decide upon. Again, Sherry Arnstein equates participation to the concept of power. According to Arnstein (1969) participation is about redistribution of power in which the have-nots of our society who are presently excluded from the political and economic processes are given power to have control and influence over matters that affect their lives. Others supports participatory development by arguing that participatory approaches are more valid, less costly, more timely and more useful. Moreover, participation helps the community to view a project as their own and not belonging to the implementing agency. Thus, participation offers the local people with an opportunity to move from being passive dependents waiting for others to solve their problems, to being active participants who are capable enough to solve problems which they experience themselves (Oakley, 1991). However, some critics have criticized the whole process by saying that despite being romanticized by its proponents, participation always does not lead to the claimed benefits. What is claimed to be the local knowledge at times, is simply views of the minority powerful local elites. So, now the question before us is that what to do towards enhancing participation? As Arnstein (1969) indicated, the locals must be given power or control to govern a project or programme and they must be in positions to negotiate conditions and be in charge of managerial aspects of development interventions.

<https://www.researchgate.net/publication/314292776> The Importance and Limitations of Participation in Development Projects and Programmes

Stop to consider:

Essential reasons or need of participatory development:

1. It helps in empowering people and thus influences public policies and provides a check on the power of government. Thus, it helps in the strengthening of civil society by empowering people at the grassroots and also helps in curbing dictatorial power of the government.

2. Local people get involved in all the developmental projects and thus, it creates a sense of belongingness.
3. It enables people to participate in democracy in a more effective way.
4. It helps in the proper utilization of the available resources which remained unutilized under the centralized system of governance.
5. It helps in enhancing the efficiency and effectiveness of the developmental programmes because people's opinions are taken into account while initiating any developmental plans.

Check your progress:-

Q.1. what do you understand by the concept of civil society and participatory development. Explain.

Q.2 Discuss the advantages of participatory development in promoting the democratic polity.

Summing up:-

Thus, from the above discussion, we all have understood the meaning of civil society and the role of participatory development. The main aim of democracy is this that the citizen's voices must get articulated and reflected properly in the political process and this is possible through participatory development. Civil society organizations have always played a pivotal role in promoting democratic local governance and also help in the process of ushering in democratic changes. At times, we come across various changes or democratic transitions in the system which actually have emanated due to the pressures from healthy civil society. Thus, civil society organizations play a very instrumental role and thus, must be strengthened as it helps in promoting well informed and participatory society. These organizations must be in a position to articulate properly the preferences and needs of the public and also must act as catalyst so as to improve citizen's participation in the decision-making process.

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Unit-4

Role of Voluntary Associations in Participatory Development

4.1 Introduction

4.2 Objectives

4.3 Participatory Development

4.4 Voluntary Associations

4.4.1 Meaning and Definition of Voluntary Association

4.4.2 Features of Voluntary Organisation

4.4.3 Basic Typology of Voluntary Sector in India

4.5 Recognition of Voluntary Sector in the Five-Year Plans

4.6 Profile of Voluntary Agencies

4.7 Role and Functions of Voluntary Organisations

4.8 Summing Up

4.9 References and Suggested Readings

4.10 Answers to Check Your Progress

4.11 Possible Questions

4.1 Introduction

In developing countries, self-reliant and sustainable development is indispensable to achieve the goal of economic and social development. There is a need to put an effort in building the endogenous mechanisms of society which will enable developing nations to achieve growth without aid. Voluntarism and social service have been prevalent in the Indian society since Vedic times. The colonial period witnessed the large impact of Mahatma Gandhi and the

Gandhian methods, on the growth of voluntarism. He was convinced that voluntarism or voluntary action was the most suitable instrument in development of the nation where everyone can participate and contribute in nation building. Besides Independence, the objective of Gandhian voluntary organization was rural reconstruction which aimed at creating people's self-sufficiency and self-government. After Independence, Gandhian voluntary organisations dominated both at local and national level and his strong adherence to high social ideals and a practical approach inspired many to follow with a genuine sense of dedication towards voluntarism.

Voluntary organizations always had an important part to play in leading and implementing innovative ideas within social service. It has achieved incredible success at grass roots level due to its participatory approach. It is, however, a matter of concern that appropriate awareness about administration and functioning of such organisations is still not widely available. They are facing a number of difficulties such as dearth of finances, lack of trained workers, absence of networking, lack of maintenance, weakening of community support, etc.

4.2 Objectives

This Unit is an attempt to present voluntarism or voluntary association and its role in participatory development.

After studying this unit, you should be able to:

- describe the meaning of participatory development;
- explain the meaning, features and types of voluntary association;
- discuss about the recognition of voluntary sector in Five Year Plans;
- explain the profile of voluntary agencies in India.
- discuss about the role and functions of voluntary association in participatory development.

4.3 Participatory Development:

Participatory Development is one of the most important approaches for people oriented development that emphasises participation of people in local societies as an important step towards realizing self-reliant, sustainable development, social justice and equity. The idea of designing and implementing projects and

programmes with the participation of the community is broadly called participatory development. In the so-called top-down approach to development, the people tend to be in a passive position as the entire process of formulating and implementing policies, programmes is carried out under the direction of the government and government officials. Participatory development is often presented as an alternative to this top-down approach to development which seeks to promote development, solving deep-rooted problems of poverty and disparities between urban and rural areas that jeopardizes the success and sustainability of development projects. Therefore, participatory development is an attempt to compensate for or overcome the limitations of the top-down approach to development by adopting a bottom-up development approach. The bottom-up approach involves taking into account of the needs and opinions of local populations as much as possible in the formulation and implementation of development project policy. It is an approach that enables people to acquire the skills needed and participate voluntarily in development initiatives so that they can select their goals and the means of achieving them. They ensure community ownership, commitment and accountability to the development project. For instance, Participatory Rural Appraisal (PRA) is an approach used by non-governmental organizations (NGOs) and other agencies that aims to incorporate the knowledge and opinions of rural people in the planning and management of development projects and programmes.

To make this possible, it should enhance people's capability to have a role in their societal development. To this end, people should be willingly involved in a wide range of development activities, as agents and beneficiaries of development. It is this participation that is important. This participation must not be transient; rather it must ensure sustainable participation of the local population.

This can be done through raising the awareness of local people, forming community groups, upgrading their requisite ideas and initiatives, internalizing their mechanisms, and improving capabilities for external negotiations. The implementation of this participatory process firstly requires proper shaping and planning of developmental projects having a long-term vision and a willingness to selectively improve and reinforce traditional community systems as tools of development.

STOP TO CONSIDER

Participatory development is a bottom-up-approach that enhances peoples' participation from local population in formulating and implementing policies, programmes needed for achieving self-reliant, self-sufficient and sustainable development in the society. It is an alternative to top-down-approach whereby peoples' position is passive and the entire process of formulating and implementing policies, programmes are carried out by the government and government officials.

4.4 Voluntary Associations

The voluntary associations or organizations have become an irresistible global force in today's world. Though they do not have a definitive place in modern state yet they perform vital functions for its members through the network of its institutions. Voluntary organizations have given ultimate response to the needy, poor, neglected, the old-aged and down-trodden. These are seen as the saviour of the true spirit of democracy initiating different developmental goals and programmes rooted especially to address the matters related to the society. Their necessity is felt all the more strongly in situations of natural disasters, like drought, flood, earthquake, etc, requiring people's involvement and cooperation on a massive scale.

4.4.1 Meaning and Definition of Voluntary Association

The word 'Voluntarism' is derived from the Latin word 'voluntas' which means "will" or "freedom". It is the activity which is not directed or controlled by the state but governed by its own members and not by any outside force or external control. The term voluntary association has been interchangeably used with voluntary organization, unincorporated association, common interest association, or just an association.

The voluntary organizations are independent, democratic, flexible, profit or non-profit people's organization which works for the welfare of the society. It renders community service identifying the needs of individuals, groups, communities on voluntary and non-profit basis by resourceful, enlightened, public-spirited, active citizens and social workers. For instance, CRY (Child Rights and You) is an organisation that rescues children who are suffering or who are abused, and works to provide justice to them. They work for issues like child trafficking, child labour, malnutrition, poverty, girl child,

child marriage, education and illiteracy. Another example we can find in India is Robin Hood Army. This organisation's aim is to provide food to everyone, and to deal with the problem of food shortage and starvation. Volunteers collect food from restaurants and provide it to the needy at night shelters, streets or homeless families, orphanages and public hospital patients.

With regards to women participation in the development of the country, we can find an organization called Shri Mahila Griha Udyog Lijjat Papad, popularly known as Lijjat, which is an Indian women's worker cooperative involved in manufacturing of various fast-moving consumer goods. The main objective of this organisation is empowerment of women by providing them employment opportunities.

Definition of Voluntary Organisation

In the U. N. terminology voluntary organisations are called non-governmental organisations (NGOs). These are also identified as Volage (Voluntary agencies) and AGs (Action groups). The term voluntary association is variously defined.

Brown and Korten (1991), was of the view that "voluntary organisations represent a distinct class of organisations that depend on energy and resources given freely by their members and supporters because they believe in organizational missions, not merely because of political imperatives or economic incentives".

According to **Michael Banton** Voluntary Organisation is a group organised for the pursuit of one interest or of several interests in common.

David L. Sills identified it as a group of persons, organised on the basis of voluntary membership without state control, for the furtherance of some common interest of its members.

Lord Bevrige defined voluntary organisation as "one which, whether its workers are paid or unpaid, is initiated and governed by its own members without external control."

Harold Laski, a prominent British political scientist, defined, "Freedom of association" as a recognised legal right for all persons to combine for the promotion of purposes in which they are interested. He stated that the state should not be considered supreme since people could and should have loyalties to local organisations, labour unions,

clubs, and societies. The state should respect those allegiances and promote decentralisation and pluralism.

The Constitution of India also provides in Article 19 (1) (c) for all citizens of India the right 'to form association'. Freedom of association is placed in a prominent position among the liberties of man in Indian polity.

It is the liberty that gives a scope to associate for any purpose which two or more of them may have in common. The willingness to associate to do something together, or to get something done to further their own or other people's interest, to resist oppression or injustice or to pursue great or small, general or public object is possible only when liberty exists in society.

STOP TO CONSIDER

Voluntary association is a group of individuals who voluntarily come together on the basis of mutual interest or common objectives. It is governed by its members and is free of external control. Voluntary organizations through its network of institutions aim at fulfilling the needs and desires of people and addressing issues concerning the grassroot level, solving of which contributes to the development at both local and national level.

This type of association is possible only on those countries where liberty is given immense importance because without liberty it is not possible to form any voluntary association.

4.4.2 Features of Voluntary Organisation

1. Voluntary Organisations are formed through the willingness of persons to associate together, rendering service for the welfare and development, particularly of the disadvantaged sections of society. These persons have a sense of commitment and dedication and are spurred by social consciousness.
2. Membership of Voluntary Organisations is purely voluntary.
3. While some Voluntary Organisations may have specific areas of interest, others have macro-level and more global objectives.
4. Voluntary Organisations are neither formed nor run for profit-making.

5. Voluntary Organisations are governed by their own set of rules and regulations and do not function under the administrative control of the government. However, some do seek grants-in-aid from government for which they are required to fulfill certain conditions indicated in the grants-in-aid rules.

6. Most of the Voluntary Organisations are registered under the Societies Registration Act of 1860 or similar Acts of the state governments. Such registration entitles them to receive grants-in-aid from the government.

Norman Johnson in his examination of the various definitions of voluntary social services pointed out four main characteristics which are:

- a. Method of formation, which is voluntary on the part of a group of people,
- b. Method of government, with self-governing organisation to decide on its constitution, its servicing, its policy and its clients;
- c. Method of financing, with at least some of its revenues drawn from voluntary sources; and
- d. Motives with the pursuit of profit excluded.

According to **R.B Jain**, the nature and character of voluntary agencies have gone a noticeable change in recent times. These characteristics are as follows:

1 In the past, these agencies were based on religion oriented mass approach in an informal atmosphere whereas presently these agencies adopt nationalism- oriented group approach in formal atmosphere.

2 Earlier, the programmes of voluntary associations included education, medicine and social reforms. At present, their programmes are directed towards socio- economic development of the specified target groups.

3 Earlier the free services were provided by its members but now the workers are paid, whole time and formally trained workers.

4 In the past funds were raised from the masses, took interest in government/ international aid and collected token fees for services rendered. Today voluntary agencies are being financed by industrial houses, either for publicity and image building for sentimental and emotional reasons for the welfare of one's own place, caste or

community or for availing of the tax benefits from CSR (Corporate Social Responsibility).

The voluntary organizations are institutions registered under an appropriate Act to give a corporate status to a group of individuals, so that they get a legal identity, and an individual's liability may give place to group liability. Such organizations work at the local, district, state and national level in diverse areas like formal education, adult education, setting up hospitals and dispensaries and other community service scheme. They work as a relief and welfare agencies in time of distress, as public services agents for governments and also as promoters of grassroots development, self help and empowerment movements. They may also work for the total development of the community while some may work specially for the benefit of the deprived sections.

Thus, from the above characteristics, one can summarise that they are guided by democratic principles. Their members are voluntary workers and would remain as paid or unpaid staff for the services they render willingly with or without any external control.

CHECK YOUR PROGRESS 1

1. What is the meaning of 'Voluntas'?

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2. What is voluntary association?

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3. Mention the features of voluntary organizations.

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4.4.3 Basic Typology of Voluntary Sector in India

There are wide range of voluntary associations and organisations in India. These include political groups, trade and labour unions, religious organisations, professional bodies, commercial and business organizations, cultural and sporting associations etc. Many such types of organisations qualify as legal non-profit entities, but all may not meet the defining criteria of voluntary organisations. Many organisations are seen as serving narrow interests of their particular social classes, limited causes or even self-interest of their members. Many private schools and hospitals etc. with a non-profit status are not seen as part of the voluntary sector. Notwithstanding these aspects, all the above mentioned organisations are regulated by various laws prevalent in society. Most of the laws have not emerged in consonance with the specific requirements of voluntary organisations. Historically, the legal evolution has taken place under diverse range of circumstances, situations or needs of society. In order to become a legal entity Voluntary organisations are usually registered under The Societies Registration Act of 1860, Indian Trusts Act of 1882, Cooperatives Societies Act of 1904, Trade Union Act of 1926, and Section 25 of the Companies Act of 1956.

In an exercise to map the diversity of voluntary sector in India, Rajesh Tandon (2004) has furnished the following basic typology:

1. Traditional Associations

Traditional associations have emerged and existed around a particular social unit of tribal, ethnic or caste affiliations. Such associations undertake various voluntary activities and functions pertaining to well-being of people and its communities. In these communities, these associations also develop elaborate norms, procedures and systems for the use and protection of natural resources. To protect and advance customary rights of tribal over natural resources many works have been done by such associations in different parts of the country.

ii) Religious Associations

All religions have engaged in charity, providing service to the poor, and have practiced Dana, Khairaat or compassionate giving. Religious, philanthropic and charitable pursuits for the welfare of people are well established in India. Religion inspired Voluntary Organisations have carried out organised activities in the field of social welfare, health care, education, drinking water, afforestation etc. for the upliftment of the society.

iii) Social Movement Organisations (SMOs)

A number of social movement organisations have emerged during the contemporary period in India. Such social movements have:

- focused on the interests and aspirations of certain groups, such as scheduled castes, scheduled tribes and women,
- struggled against social ills like dowry, inheritance rights etc.
- launched campaigns against injustice and abuse of rights, corruption and environmental degradation related projects.
- strived for the rights to education, information, and livelihood opportunities.

iv) Membership Associations

Membership associations are established to represent the opinions or promote the interests of a particular category of people, for example, unions of rural labour, farm workers; women workers; consumer associations; professional associations formed around a particular occupation or profession; social or cultural associations such as Nehru Yuvak Kendras, sports and recreational clubs, Natak Mandalis etc.; self-help groups, savings and micro-credit groups etc.

v) Intermediate Associations

The intermediate associations function between people, communities and institutions of state. This type of organisations are engaged in a variety of voluntary activities, like delivery of services, mobilisation of communities, furnishing support to local self-help groups or communities, advocacy and networking.

4.5 Recognition of Voluntary Sector in the Five-Year Plans

The voluntary sector has been given much importance in the planning process right from the First Five Year Plan, as emphasis was given on public cooperation in national development with the help of Voluntary Organisations. It was highlighted in the First Plan document that the public cooperation and public opinion constitute the principal force behind planning. A democracy working for social ends has to base itself on the willing assent of the people and not the coercive power of the State.

In the Second Plan, it was reiterated again that public cooperation and public opinion constitute the principal force and sanction behind India's approach to planning. It was observed that wherever the people have been approached, especially in rural areas, they have responded with eagerness. In national extension and community project areas, in local development works, in *shramdan*, in social welfare extension projects and in the work of voluntary organisations, there always seems to have willingness and enthusiasm on the part of the people.

The Third Five Year Plan emphasised that public cooperation is related to a larger sphere of voluntary action in which the initiative and organisational responsibility rest completely with the people and their leaders, and does not rely on legal sanctions or the power of the State for achieving its aims. It was realised that if the unsatisfied needs of the people are vast, the investments in the public and private sectors together can only make a limited provision for them. Properly organised voluntary effort may go for towards augmenting the facilities available to the community for helping the weakest to get a better life. The wherewithal for this has to come from energy, time, and other resources of millions of people for whom voluntary organisations can find constructive channels suited to the varying conditions in the country.

During the Fourth and Fifth Plan, the thrust on public cooperation and involvement of people's organisation was lost due to attack on over territory and recession that followed. During this period investment was focused especially in intensive agricultural programmes.

The idea of participation of people's organisations was again recognised in the Sixth Five Year Plan. Success of Voluntary organisations like the Jamkhed Project on child and health care in Maharashtra, Bharat Agro Industries Foundation's work in animal husbandry and social forestry and Self- Employed Women's Association (SEWA) were quoted and stated that the country is dotted with numerous examples of highly successful voluntary action of this nature.

Role of Voluntary organisations in development got a further boost in the Seventh Five Year Plan where it was declared that serious efforts would be made to involve voluntary organisations in various development programmes to supplement the government efforts to offer choices and alternatives to the local population. The emphasis continued till the ongoing Ninth Plan, wherein efforts are being made to promote peoples' participatory bodies like Panchayati Raj Institutions (PRIs), Self-help Groups and NGOs for development.

In the Eight Five Year Plan, due emphasis was given on building up people's institutions. It was admitted that people's active participation in developmental activities provides a greater chance of success and can also be more cost-effective as compared to the development activities undertaken by the Government where people become passive observers. It was admitted that success in the area of education, health, family planning, land improvement, minor irrigation, watershed management, recovery of wastelands, a forestation, animal husbandry, dairy, fisheries and sericulture etc. could be achieved by creating people's institutions accountable to the community. Therefore, the focus of attention was on developing multiple institutional options for improving the delivery systems by using the vast potential of the voluntary sector.

The Ninth Five Year Plan, admitted that private initiative, whether individual, collective or community based, forms the essence of the development strategy and efforts is to be made to remove disadvantages which had prevented some segment of our society in participating effectively in the development process. Developing and promoting people's participatory bodies like cooperatives and self-help groups, Panchayati Raj Institutions was one of the objectives of the Ninth Plan.

It has been observed in the Approach Paper to the Tenth Plan that in many states, there were hospitals or dispensaries with absence of personnel and school buildings without teachers. To rectify these anomalies and to achieve most of the targets set up for the need to promote voluntary sector has been recognised in the Tenth Plan. The theme of encouragement to voluntary sector continued in the Approach Paper to the Tenth Plan and reflected in the following words, "In view of the continued importance of public action in our development process, increasing the efficiency of public interventions must also take high priority". The minimum agenda proposed in the Approach Paper has recognised voluntary sector by putting greater decentralisation to PRIs and other people's organisation as one of the items for the Tenth Plan.

In the Tenth Plan, programmes and areas were listed out in which the participation of voluntary organisations was seen particularly important. These were:

- Integrated Rural Development Programme.
- Implementation of land ceiling and distribution of surplus land.
- Enforcement of minimum wages to agricultural labourers.
- Identification and rehabilitation of bonded labour.
- Development of Scheduled Castes and Scheduled Tribes.
- Supply of safe drinking water.

- Afforestation, social forestry, development of alternative energy sources.
- Promotion of small family norm.
- Primary health care, control of communicable diseases and preventive health programmes.
- Programmes for women and children in rural areas.
- Literacy programmes.
- Promotion of village and cottage industries.
- Promotion of science and technology in rural areas.
- Rural housing.
- Environmental concerns.

The Tenth Plan indicated a number of functions that the Voluntary organisations could perform.

- Securing people's participation which is vital to the success of programmes of rural development as it increases the acceptability and utilization of the services.
- Ensuring that the benefits of rural development reach the rural poor.
- Acting as link between the administration and people to bring about changes, especially in the attitude of the people, through motivation and building up of awareness.
- Supplementing government programmes in rural areas by offering a wider variety of choices and alternatives.
- Functioning as watchdog of the people at the local level and thereby improving the services and the accountability.
- Activating the delivery system and streamlining its functioning.
- Disseminating information.
- Demonstrating how local initiative and local resources can be effectively used.
- Training and motivating grassroots workers.
- Mobilizing community resources which would add to the total resources available for development.
- Facilitating the process of change in social and economic structures so that the benefit can reach to a larger number of people.

CHECK YOUR PROGRESS 2

1. Write different types of voluntary sectors in India.

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2. What are the functions of voluntary organization according to Tenth Five Year Plan?

4.6 Profile of Voluntary Agencies

With the increase in the functions of the state; voluntary agencies also increase in large numbers to meet the demands of the situation. The number of people living in poverty has increased and landlessness has become more widespread, while popular participation in the process of development remains minimal. Therefore, it is hoped that voluntary agencies would be able to achieve certain objectives like greater social equity, eradicating various kinds of exploitation through active participation of people in development.

Voluntary agencies, with or without government support, such as Young Farmer's Association of India, Bharat Krishak Samaj, Action for Food Production, Appropriate Technology Development Association, Social Work and Research Centre etc., have mostly been engaged in the area of agriculture and allied fields.

The Arya Samaj, Rama Krishna Mission, the Servants of India Society, Sai Service Society, have been undertaking several educational and social service activities. Baba Amte, Sunder Lal Bahuguna, Manibhai Desai, fall under the category of idealistic organisations whose main objective is to protect the environment from the reckless denudation and deforestation.

There are numerous women's organisations in India which creates awareness among people regarding various oppressions which are being faced by women. Oppressions like unequal treatment of women, domestic violence, dowry, female infanticide, etc. These organizations strive to eradicate these social mal practices by bringing new legislations and laws with the help of government. Several Christian Missions, Andhra Mahila Sabha, concentrate their activities in educational and medical work. Voluntary agencies such as Pandu Mevas Development Agency, Society for Education Welfare and

Action Rural, Bharat Sevak Samaj, Gandhi Peace Foundation, Bhagavatula Charitable Trust, mainly concentrate on integrated rural development programmes. There are a few agencies specially focusing on Tribal and Harijan Welfare. They are the Comprehensive Rural Operations Service Societies (CROSS), Harijan Sevak Sangh, Banavasi Seva Mandal, Bharatiya Adimajati Seva Sangh, etc.

There are many voluntary organisations at the international level as well working for eradication of poverty, disaster relief, human rights, health care, education, etc. The prominent among them are OXFAM, Christian Aid, War on Want, Catholic Relief Services, Save the Children Fund, Bread for the World etc.

4.7 Role and Functions of Voluntary Organisations

The role and functions of Voluntary Organisations may be discussed as follows:

In a democratic, socialistic and welfare society, voluntary organisations are indispensable and they perform a number of functions for the welfare of its members, the development of the country and integration and solidarity of the society and nation.

(i) Man by nature is social being. The urge to act in groups is fundamental in him. People therefore form groups and associations voluntarily for their benefit as also of others with a view of having a better standard of living as is reflected in voluntary associations formed for promotion of recreational and cultural activities, social services, professional interests etc.

(ii) A pluralistic society with a democratic principles requires multitude of independent, voluntary non-government associations as a buffer between the individual and the state preventing the government from developing monopolistic tendencies in various fields. Voluntary organisations involve citizens in noble affairs and avoid concentration of powers in the hands of government and thus serve as power breakers. Sharing of power by voluntary group restrain government from developing monopolistic approach to organisation of services.

(iii) They enable the individuals to learn the fundamentals of groups and political action through participation in the governing of their private organisations.

(iv) Organised voluntary action helps groups and individuals with diverse political and other interests, contributes to strengthening of

feeling of national solidarity and promotes participative character upholding the spirit of democracy.

(v) The state cannot meet all the needs of its citizens as it does not have the requisite financial resources and manpower and therefore have the responsibility of providing them minimum needs. The voluntary organisations by raising additional resources locally can meet uncovered needs and enrich local life.

(vi) Voluntary organisations also help the state in the area which are its exclusive responsibility but has limited resources for it. Infact, voluntary organisations perform such functions in much better way as compared to the state.

For instance, Education is the responsibility of the state but the educational institutions being run and managed by voluntary organisations are more in numbers than the government institutions and excel the latter in quality of service in view of the flexibility, ability at experimentation, pioneering spirit and other virtues. K.C. Mahindra Education Trust (Nanhi Kali), Vanavil Trust, Vidya and Child, Ibtada, etc. are run by voluntary organization to fill in the educational gaps.

Same is the case in respect of the provision of health services which is again the responsibility of the state. But the hospitals sponsored by philanthropic and charitable institutions are well known for better care and health facilities in comparison to government owned hospitals.

vii) Voluntary organisations thus have not only a role to play in the field of accepted state responsibilities but they can also venture into new needs, work in new areas, unveil social evils and give attention to hitherto unattended and unmet needs. They can act as sappers and miners of unfolding development revolution.

They can function as reconnaissance squads. They can be fore-runners of change and anticipate and take action to make it less painful. They can work for progress and development and consequently in course of time they can help the state in extending its activities over wider areas, thus raising the national minimum.

(viii) They provide avenues for activities to those persons who are reluctant to participate in the activities of the state, by organising voluntary groups utilising their talent, experience and spirit of service available to society in bringing about changes with a view to meeting the needs and aspirations of the people and enriching their lives.

(ix) They act as a stabilising force by welding people together with such groups as are not politically motivated and are not concerned about the fortunes of one or the other political party in capturing government power but are above party politics and are interested in other areas of nation building and thus contribute to national integration and concentration on non- political issues.

(x) They also perform the functions of educating the members and the public at large about the policies and programmes of the government by sensitising, organizing and mobilizing local community level and various other levels about their welfare, their rights and obligations and apply pressure on government when needed. They also enable them to offer constructive criticism in respect of wrong policies and activities of government without any fear and with courage of conviction obliging the government to make necessary adjustments to accommodate the viewpoints of the public likely to be affected by such policies and actions.

(xi) They endeavour to meet the special requirements of specialised interests and special groups such as the aged, the handicapped, women, children, etc. which cannot be adequately met by the state for reasons of financial scarcity. Age-India and Help age are voluntary organisations engaged in the welfare programmes of the aged.

Indian Council of Child Welfare is engaged in the promotion of child welfare. The Indian Curricule for Women Welfare is working in the field of women welfare. All India Ex-servicemen Welfare Association is concerned with the welfare of the ex-servicemen. Similarly thousands of voluntary associations exist to look after the interests of the groups they represent.

(xii) Voluntary Organisations are in a better position to function to their own satisfaction as also at that of their clientele as that they can identify the needs of individuals, groups and community being close to them and formulate appropriate programmes and policies to meet them, make necessary changes and modifications in the light of the experiences gained in their implementation processes, involve people's participation, raise necessary funds and win public confidence and cooperation which the bureaucrats in governmental organisation are not capable of.

Thus, the role of Voluntary Organisations in promoting national development has been considered vital on the following grounds:

1. Voluntary Organisations have a first-hand experience and knowledge of needs, problems and resources at the grassroot level. Voluntary Organisations therefore can formulate plans, policies, programmes according to the needs of the people and bring progress at both local and national level.

2. The commitment and zeal of voluntary action is in striking contrast to the rigid bureaucratic systems. The flexibility nature of voluntary organization brings need based change in the society.

3. The voluntary sector is more responsive and can operate with greater flexibility. It learns more easily from past experience. Voluntary action is far more cost-effective as it can reduce overheads and does not have an elaborate bureaucratic set-up.

The main functions of voluntary organisations comprise:

- giving concrete expression to the fundamental right of freedom of association.
- identifying the needs of individuals, groups and communities and initiating projects and programmes to meet them on their own or with the grant-in-aid of the government.
- Sharing the responsibility of the state in providing minimum needs of the citizens, covering the areas of uncovered and unmet needs, preventing the monopolistic tendencies of the government.
- providing opportunities to people imbued with the spirit of service and dedication to organise themselves to promote public welfare.
- educating citizens about their rights and obligations and informing them about the policies and programmes of the government contemplated and initiated for their welfare.
- mobilising public support through publicity campaigns, raising functional resources through contributions and donations and finally organising activities of non-partisan and non-political nature for wellbeing of the society, enriching the lives of citizens and progress of the nation.

CHECK YOUR PROGRESS 3

1. Name some of the voluntary agencies of India.

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 2. What are the roles of Voluntary Organisation? Write few of them.

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Government's recognition of the role of Voluntary organisations is based on the following premises:

- Government alone cannot mobilize all the resources needed for meeting people's needs.
- The quality and efficiency of government sponsored programmes increases when people are involved at different stages of programme planning, implementation and evaluation.
- Voluntary agencies complement very well the development endeavours of government by filling gaps in terms of geographical coverage, programme needs and community mobilization.
- Voluntary agencies strengthen the community's capacity to develop and recognize the potential to take up development work which is sustainable and meets local needs.

The main instruments through which government promotes voluntary action are:

- Official policy statements. As discussed previously, the Plan documents have, as a matter of policy, indicated promotion and support of voluntary effort as an important aim.
- Involving non-officials in Commissions, Committees, Study Teams, Working Groups etc. set up by different Ministries of the government for policy planning and implementation. Such involvement of experts, public figures and social workers is now a common practice.
- Giving grants-in-aid to voluntary organisations for implementing programmes identified for the purpose. Various Ministries and Departments both at the Centre and in the states sanction grants-in-aid to a large number of voluntary organisations.

- Giving clearance for grants-in-aid to voluntary organisations from foreign donor agencies, where this has been considered necessary.
- Helping voluntary organisations to improve their skills and knowledge by organising training and project formulation programmes.

The National Fund for Rural Development has been set up by the Government of India which provides grants to Voluntary organisations and has been included under the category of activities eligible for full tax exemption under Section 80G of the Income Tax Act. This Fund has been constituted for attracting donations for rural development projects. Donors get full exemption from income tax for the amount donated to the Fund.

Self Asking Questions

Do you think voluntary association/organization contribute in the development of a nation? Explain in your own words.

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4.8 Summing Up

With the fast changing world, the role of voluntary organisation in India has also increased. The reason behind this is that government agencies are not geared for integrated development like agriculture, energy, environment, water resources, equality but voluntary sector achieve these goals smoothly. Today, their role in development process has increase and people rely more on them than the state. These organisations provide accountable, effective and equitable services in many areas then public or private agencies. Voluntary organisations are independent, flexible, democratic, secular, non profitable organisations which work for the welfare and development of the society in developing countries. It is the voluntary organizations that help to overcome the impediments to development,

which are not often taken up by the state due to limited resources. Despite varied levels of performances and spread. Voluntary organisation has potential in many areas therefore the state should promote and strengthen voluntary actions in all its forms in India. Special efforts are required to remove the regional imbalances in voluntary action in India. There is a need that voluntary organisation should develop professionalism and emerge as an effective agents of knowledge based changes in bringing about sustainable socio-economic development in India.

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4.10 Answers to Check Your Progress

CHECK YOUR PROGRESS 1

Q.no.1.The Latin word ‘voluntas’ which means “will” or “freedom”. It is that action or activity which is not directed or controlled by the state.

Q.no.2.Voluntary Association is a group of persons, organised on the basis of voluntary membership without state control, for the furtherance of some common interest of its members

Q.no.3.Following are the features of Voluntary Organisation:

- Voluntary Organisations are formed through the willingness of persons to associate together, rendering service for the welfare and development, particularly of the disadvantaged sections of society. These persons have a sense of commitment and dedication and are spurred by social consciousness.
- Membership of Voluntary Organisations is purely voluntary.
- While some Voluntary Organisations may have specific areas of interest, others have macro-level and more global objectives.
- Voluntary Organisations are neither formed nor run for profit-making.
- Voluntary Organisations are governed by their own set of rules and regulations and do not function under the administrative control of the government. However, some do seek grants-in-aid from government for which they are required to fulfill certain conditions indicated in the grants-in-aid rules.
- Most of the Voluntary Organisations are registered under the Societies Registration Act of 1860 or similar Acts of the state governments. Such registration entitles them to receive grants-in-aid from the government.

CHECK YOUR PROGRESS 2

Q.no.1.The different types of Voluntary Sectors in India are as follows:

- Traditional Associations
- Religious Associations
- Social Movement Organisations (SMOs)
- Membership Associations
- Intermediate Associations.

Q.no.2.The Tenth Plan indicated a number of functions that the Voluntary organisations could perform.

- Securing people's participation which is vital to the success of programmes of rural development as it increases the acceptability and utilization of the services.
- Ensuring that the benefits of rural development reach the rural poor.

- Acting as link between the administration and people to bring about changes, especially in the attitude of the people, through motivation and building up of awareness.
- Supplementing government programmes in rural areas by offering a wider variety of choices and alternatives.
- Functioning as watchdog of the people at the local level and thereby improving the services and the accountability, etc.

CHECK YOUR PROGRESS 3

Q.no.1. Some of the voluntary agencies of India are Bharat Krishak Samaj, Young Farmer's Association of India, Action for Food Production, Appropriate Technology Development Association, Social Work and Research Centre, The Arya Samaj, Rama Krishna Mission, Sai Service Society, the Servants of India Society, Harijan Sevak Sangh, the Comprehensive Rural Operations Service Societies (CROSS), Bharatiya Adimajati Seva Sangh, Banavasi Seva Mandal etc.

Q.no.2. Some of the roles of Voluntary Organisation are as follows:

- A pluralistic society with a democratic system requires multitude of independent, voluntary non-government associations as buffer between the individual and the state preventing the government from developing monopoly in various fields. Voluntary organisations involve citizens in noble affairs and avoid concentration of powers in the hands of government and thus serve as power breakers. Sharing of power by voluntary group restrain government from developing monopolistic approach to organisation of services.
- They enable the individuals to learn the fundamentals of groups and political action through participation in the governing of their private organisations.
- Organised voluntary action helps groups and individuals with diverse political and other interests, contributes to strengthening of feeling of national solidarity and promotes participative character of democracy etc.

4.11 Possible Questions

1. What is Participatory Development?
2. Define Voluntary Associations.

3. Describe different characteristics of Voluntary Organisations.
4. Write in brief about the initiatives taken on Voluntary Organisation in Five Year Plans.
5. Describe the profile of voluntary sector in India.
6. How can Participatory Development be achieved?
7. Discuss the role of Voluntary Organization in Participatory organization.
8. Do you think Voluntary Organisation have positive impact in the growth and development of a nation? Explain.

Unit 5

Concept of Empowerment

5.1 Introduction

5.2 Objectives

5.3 Meaning and Definition of Empowerment

5.4 History of the Concept

5.5 Types of Empowerment

5.6 The Empowerment processes

5.7 Empowerment Initiatives in India for Marginalized Groups through Schemes and programmes

5.8 Summing up

5.9 References and Suggested Readings

5.10 Answers to Check Your Progress

5.11 Possible Questions

5.1 Introduction

Empowerment is the most important driving force for change. It creates condition for an individual to be assertive, responsible, competent and energized to take initiatives and persist at meaningful tasks. It proposes the creation of more responsible communities in which those individuals who constitute the body assume greater control over their lives and participate democratically in daily life. Empowerment provides a sense of participation and secure feeling that their voice will be heard and their demands will be met irrespective of their economic and social status. It helps to strengthen the marginalized or unprivileged groups of the society removing the conditions of powerlessness and to bring about transformation in all walks of their life. It develops the capabilities of an individual that are valuable to actively participate in the development and decision making of oneself and also of the community as a whole.

Empowerment is a process, which involves exploring the human potential and enhancing human ability for the benefit of both individual and society. The perception of empowerment is varied across the country due to variation in time, culture and people's lifestyle. The view of empowerment varies from one country to another based on the existing status quo of the society.

Through empowerment process, individual gain knowledge, develop skills and attitude for adjusting with the changing environment. In real world, change is a definite thing, which is inevitable. The need is to change to the dynamic situations and make strong and energetic through the process of empowerment. The empowerment process is almost the same for all sectors, whether agriculture, industry or services.

5.2 Objectives

This unit is an attempt to analyse the concept of Empowerment. After going through this unit, you should be able to:

- describe the meaning of empowerment;
- describe the history, types and process of empowerment;
- explain about government's initiative for the marginalized people in India;

5.3 Meaning and Definition of Empowerment

Empowerment is the process of enhancing the capacity of individuals or groups to make choices and to transform those choices into desired actions and outcomes. It means giving people the tools and knowledge they need to be able to act on their own to make truly informed decisions about what is going on in their lives. It enables the most vulnerable groups for instance minorities and women to have access to basic services, to have equal opportunities, to be feel valued and included and to be able to participate in decisions affecting their lives, giving people a voice and the capacity of influencing policies. It allows communities to have more control on their destiny by being able to decide what is appropriate for them and their needs, to what extent solutions brought forward by external partners are relevant to their needs, desires, aspirations and values.

According to Dr. N.K. Chadha, "The term "empowerment" is a psycho-social term which stands for emancipation and liberation of people in different aspects of life. Empowerment aims to bring the weaker sections of the society for instance minorities and women on

the equal plane with others, so that they can exercise their choices in life as freely as majority of the population. Empowerment is especially relevant in a democratic setup like India for enforcing Fundamental Rights of equality. Weaker and more vulnerable sections of the society can be empowered through policy formulations and subsequently their enforcement through formation of constitutional laws and rules. One recent example is the Right to Education in Section 21 A of our Constitution.”

J. Rappaport (1987) defined empowerment as 'a process, a mechanism by which people, organisations, and communities gain mastery over their affairs, and involve themselves in the democratic processes of their community and employing institutions.'

According to Marilee Karl (1995), 'Empowerment is a process of awareness and capacity building leading to greater participation to greater decision making and control, and to transformative action'.

Lorraine and Robert (1991) defined 'Empowerment is the process of increasing personal, interpersonal, or political power so that individuals, families, and communities can take action to improve their situations'.

'Empowerment involves challenging the forms of oppression which compel millions of people to play a part in their society on terms which are inequitable, or in ways which deny their human rights' (Oxfam, 1995).

'The process through which those who are currently disadvantaged achieve equal rights, resources and power' (Mayoux, 2008).

According to Page and Czuba (1999), Empowerment is 'a multi-dimensional social process that helps people gain control over their own lives'.

Alsop and Heinsohn (2005), who take a more capacity-building view of empowerment, define empowerment as 'enhancing an individual's or group's capacity to make choices and transform those choices into desired actions and outcomes' and thus suggest that it is both a process and an end result.

Empowerment is thus about increasing people's choices and freedom of action and is important for its intrinsic value as well as its instrumental value in improving development effectiveness for poor people.

STOP TO CONSIDER

Empowerment is the process of making people aware of their capacities to make better choices, participate in decision making affecting their lives, have more control on their destiny by being able to decide what is appropriate for them and their needs and to find out solutions if the policies brought forward by external partners are irrelevant to their needs, desires, aspirations and values.

5.4 History of the Concept

Since the late 1970s, the term “empowerment” has been liberally applied by academics and aid workers including in social services, social psychology, public health, adult literacy and community development in the English-speaking world. Today the word is even more in vogue and has even entered the worlds of politics and businesses. From popular psychology to self-help, the infatuation with empowerment in the English-speaking world appears boundless: in 1997 there was even a book published in the United States on “self-empowerment” for dogs (Wise 2005).

The field of international development has not been immune to this enthusiasm for the term, and the idea of empowerment features prominently in the current discourse of international development organizations. From the 1990s, the concept began to gradually gain a footing in the international gender and development agenda. By the end of the decade it had definitively entered the new credo of international development organizations on poverty reduction. Generally used in combination with other fashionable terms, such as “community,” “civil society,” and “agency,” the idea of empowerment is now at the heart of the rhetoric of the “participation of the poor” in development.

Origin and first appearances of the term

During 1960s and 1970s origins and sources of inspiration of the notion of empowerment can be traced back to such varied domains as feminism, Freudian psychology, theology, the Black Power movement, and Gandhism (Simon 1994; Cornwall and Brock 2005). Not until the 1970s, and especially the 1976 publication of *Black Empowerment: Social Work in Oppressed Communities* by Barbara Solomon, however, does the term formally come into usage by social service providers and researchers. In the context of various social

protest movements, the word begins to be used increasingly in research and intervention concerning marginalized groups such as African Americans, women, gays and lesbians, and people with disabilities.

In the 1980s and 1990s, the feminist movement in the Global South can be credited with the formal appearance of the term “empowerment” in the field of international development. A turning point in the concept’s history came in 1987 with the publication of *Development, Crises and Alternative Visions: Third World Women’s Perspectives* written by Gita Sen and Caren Grown, 1987. This book is the result of the reflection of feminist researchers, activists, and political leaders from the Global South, who collectively formed the transnational feminist network known as DAWN (Development Alternatives with Women for a New Era) founded in Bangalore in 1984. This network offers a forum for feminist advocacy, research, and analysis on global social, political, and economic issues affecting women, with a focus on poor and marginalized women of the global south.

Realising the failure of the orthodox “top-down” development model, DAWN’s publication calls for new approaches to development to discuss the perspectives and methods needed by women in order to transform gender subordination and in the process to break down other oppressive structures as well. The advocates of the empowerment approach are critical of past approaches that tended to come from the top down. They regard grassroots women’s organizations as the catalysts of women’s needs, desires, visions and perspectives. It is the spearhead that will bring about the structural changes needed to satisfy their strategies. In addition to legislative changes, political mobilization, conscientization and education for the people are necessary for the promotion of development which is free of all forms of oppression based on sex, class, race, or nationality.

Though feminist literature focuses on the process of empowerment for women, it recognizes that the issue of empowerment is relevant to women as well as men. In fact, in response to widening inequalities between the Global North and the Global South, and to the increase in poverty especially in developing countries during the first decade of the structural adjustment policies, a growing number of intellectuals and activists begin to consider alternative development models which is bottom-up development model. Several authors reject the Western development model and return to the rhetoric of participation and the “bottom-up” models of the 1970s, which focuses

on the empowerment of the poor and the local community for development rather than the market and the state.

Thus, the history of the word “empowerment” in the field of development is rooted in a philosophical vision that gives priority to the viewpoints of the oppressed and in a radical critique of the vertical development model in the 1970s. Today, this same concept has become perfectly integrated with the rhetoric of the most influential institutions in international development.

CHECK YOUR PROGRESS 1

1. What is Empowerment?

2. Give two definitions of Empowerment.

3. When was the term “empowerment” liberally been applied by academics and aid workers?

5.5 Types of Empowerment

Social Empowerment

Social empowerment means removal of all the socially induced inequalities, disparities and other existing problems besides providing easy access to basic minimum services. It means all sections of society have equal control over their lives, and are able to take important decisions in their lives, and have equal opportunities. When sections of society, particularly the weaker sections like the SCs/STs and women, lacks the right to property, education and equality in the political

process, this does not make people equal in a society. There is a need in such society a radical transformation. For instance, in rural India, breaking up of “Jajmani” system which divided sections of people according to their occupations, is a social change which can no longer be seen in the modern society. Empowering women would challenge the ‘patriarchal’ structure of the society, where men are considered to be the domain in the society and conferred the right to property, particularly land title, education, better social status, etc.

Social empowerment is understood as the process of developing a sense of autonomy and self-confidence, capacity to act individually and collectively to change social relationships and the institutions and discourses that exclude weaker section of society who apparently remain in poverty. Empowerment is strongly influenced by their individual assets (such as land, housing, livestock, savings) and capabilities of all types: human (such as good health and education), social (such as social belonging, a sense of identity, leadership relations) and psychological (self-esteem, self-confidence) and also people’s collective assets and capabilities, such as organisation, representation and identity.

Involvement in such local associations and inter-community cooperation mechanisms can contribute to social empowerment by improving their skills, knowledge and self-perception. Local associations act as self-help mechanisms through which poor people organise their economic activities, such as farming cooperatives, or microfinance groups.

Vulnerable groups, such as the very poor, women and marginalised communities can often lack the skills and confidence to engage in community decision-making. It may therefore be important to encourage and support mechanisms designed to specifically target marginalised groups in order to ensure that they can participate. It is argued that participation in local associations can empower marginalized groups to engage in public politics and collective action.

Economic Empowerment

It implies the capacity of men and women to participate in, contribute to and benefit from growth processes in ways that recognize the value of their contributions, respect their dignity and make it possible to negotiate a fairer distribution of the benefits of growth. It would also mean conferring, through policies, onto the economically deprived sections of the society, the strength that would alleviate their poverty, improve their living standards and help in generating assets.

Economic empowerment is thought to allow people to think beyond immediate daily survival and to exercise greater control over both their resources and life choices. For example, it enables households to make their own decisions around making investments in health and education, and taking risks in order to increase their income. It also strengthens vulnerable groups' participation in the decision-making. For example, microfinance programmes like Self-Help Groups, have bolster women's influence within the household and marketplace by making them more financially independent.

Investing in women's economic empowerment sets a direct path towards gender equality, poverty eradication and inclusive economic growth. Women make enormous contributions to economies, whether in businesses, on farms, as entrepreneurs or employees, or by doing unpaid care work at home.

In contexts where the management of natural resources may pose serious problems, empowering communities through land titling or investing ownership with private entities, mandatory consultations and benefit-sharing, mandatory social impact assessments, cash or in-kind compensations, and legal redress for damage to property are a central focus of discussions.

Political Empowerment

According to United Nations Development programme (UNDP), Political empowerment refers to the "equitable representation of citizens in decision-making structures, both formal and informal, and their voice in the formulation of policies affecting their societies". It is a fundamental concept in any democracy, aiming to promote the effectiveness of public participation and attempting to transfer power between groups in the society. It means conferring the rights to decide the priorities of development best suited to the needs of individuals, groups of people or to the society. Power in such an event would flow "bottom-to-top" with weaker sections having equal say in decision making.

Political empowerment necessarily demands political inclusion in the institutions of decision making and a change in the existing power relations. In a democratic political structure, it entails proper and effective representation in the institutions of governance so that people can voice their concerns and participate in the decision making process. Political representation of the excluded groups in the institutions of governance would provide them with substantial power

to change the rules of game and also to negotiate the power relations with the privileged sections of the society.

Cultural Empowerment

This revolves around the beliefs, values, language, art and customs which characterises the society. The cultural mores take more time to change and the “cultural lag” tends to slow down the empowerment process.

Culture plays a major role in the nation-building process. India has a unique pluralistic heritage of diverse indigenous art forms. Amid this lies the potential of using art for forging an inclusive development discourse. To improve growth parameters in rural economies, engagement with people at the grassroots and creation of sustainable livelihoods becomes pertinent. One example is promoting local craft production and supporting performing art innovations with viable business models. This can be intermeshed with the broader goals of poverty alleviation and gender justice.

Policy makers, the private sector, development agencies and artisans must come together and revive the ethos of cultural expression. This entails sustained efforts at reinforcing institutional infrastructure, financial support, capacity building of cultural entrepreneurs, creation of executable cultural industry policies and increasing value-based art literacy. Civil society participation in policy advocacy, academic research and start-ups in the cultural sector should be encouraged. Doing so can go a long way in achieving the goals of social justice and strengthening governance.

UNESCO has begun promoting the idea of “creative industries” as economic activities in their own right. In India, various ministries and independent organizations hold cultural festivals which keep certain art forms alive. However, special efforts are needed to protect those which are at the verge of extinction. What India needs is an interdisciplinary and cross-cultural approach to social change.

STOP TO CONSIDER

Empowerment consists of different types: Social Empowerment talks about removal of all the socially induced inequalities, disparities and other existing problems besides providing easy access to basic minimum services. Economic Empowerment implies the capacity of men and women to participate in, contribute to and benefit from growth processes in ways that recognize the value of their contributions, respect their dignity and make it possible to negotiate a fairer distribution of the benefits of growth. Political empowerment refers to the “equitable

representation of citizens in decision-making structures, both formal and informal, and their voice in the formulation of policies affecting their societies”. Cultural Empowerment means enabling individuals to constructively manage their lives within a culture, understanding their values, ethics, and operational principles of the culture and engaging one’s culture with other cultures for mutual benefits.

5.6 The Empowerment processes

The empowerment process refers to the mechanisms through which individuals and communities acquire power. Several scholars have advanced various models to explain how empowerment takes place. Some of these models are;

- 1.Kieffer’s Four Stage Model,
- 2.Swift and Levin three stage model, and
- 3.Jackson et al.’s model of community development continuum.

Charles H Kieffer postulated that the process of empowerment takes place in four progressive phases: entry, advancement, incorporation, and commitment. The first phase, the Era of entry, this stage appears to be motivated by the participant’s experience of some event or condition threatening to be self or family, what Keiffer refers to as an act of “provocation”. In short this involves individuals spending time to explore power and authority. In the 2nd phase, the Era of Advancement, there are three important aspects which are important to continuing the empowerment process: a mentoring relationship, supportive peer relationships with a collective organization and development of critical or analytic understanding of their environment including how factors such as social, politics and economics are interconnected. In this phase they mostly engage in dialogues and mutual problem solving. In the 3rd phase, the Era of Incorporation, individuals begin to grow their political consciousness, hone their political skills and leadership capabilities that are needed in confronting institutional barriers and role conflicts. In the final phase, the Era of Commitment, individuals integrate their skills and use them in solving day to day challenges.

Swift and Levin (1987) also contributed towards understanding the process of empowerment. They proposed a three-stage model from a class consciousness perspective, where each stage was a pre-requisite for the next. In the first stage of their model, they theorized, that to become empowered, people must first recognize their powerlessness

state before they can venture into any activity of empowerment. In the 2nd stage they proposed that individuals should feel strongly about their inequity and seek interventions together with other like-minded individuals. In the final stage, they advised that the likeminded individuals should be engaged in deliberate actions aimed at addressing social problems that create the conditions of powerlessness in communities. The combination of all three stages is needed for community empowerment.

Jackson et al., (1989) in their article developed a linear model where they identified five key steps of empowerment:

Developmental Casework

This model is based on the assumptions that the process of empowerment begins when marginalized individuals are powerless or when there are unaddressed social problems despite having ways of solving them. Development casework, or psychological empowerment as referred by theorist Zimmerman, is the most important part of the community empowerment process. It is through this psychological process that individuals gain control over their lives, involve in democratic decision making and become critically aware of their socio-political environment. It entails building capacities and competencies of the individual members of the community, in this case individual members of the marginalized communities. According to Laverack (2004), these empowered individuals in turn bring to community organizations valuable human resources that enables such organizations to effectively define, analyze and act on issues that affects their communities.

Mutual Support

Mutual support is the provision of task assistance, social support, and feedback to one or more team members, as needed. It entails individuals reaching out and, also being sought by others for the purpose of sharing their concerns and experiences. Mutual support plays a vital role in strengthening bonds between members of the community. Gitterman (2006), a social work educator and group work scholar has elaborated on the role of mutual support in a group noting that as members become involved with one another in a group, they develop helping relationships and become invested in each other and in participating in the group. Its role played in the empowerment process can be equated to the role of energy played in machines. It is the fuel that drives empowerment process; this is because individuals cannot develop greater control over their own lives when they are

socially isolated. Mutual support makes community members develop sense of belonging and affirmation, appreciate the importance of interdependence among each other, have a feeling of emotional connectedness with others, reduce isolation and stigma and learn from each other's views, suggestions and challenges. In this stage of empowerment, Jackson et al., (1989) recommends that community workers should enhance mutual support among community members by assisting them to create or strengthen bonds that already exist between family members, friends, and neighbours.

Issue Identification and Campaigns

In this stage, the community members take collective actions in addressing the shared problems and issues of the community. This stage requires members of the community engaging themselves in discussions that lead them to identifying and prioritizing their concerns. Through such discussions or deliberations, community members may also become critically aware of how political structures operate and affect them. In addition, in this stage community members also form or join groups for community empowerment, such as self-help groups or Community Based Organizations (CBOs), which they may use in turn to build and expand their social networks. There are three interrelated phases that community members may follow in identifying and prioritizing their concerns: (i) Assessment Phase, in this phase, community members engage themselves with activities that are geared towards identifying and putting their concerns in their correct perspectives, (ii) Research Phase, this phase involves members of the community critically examining and studying the correlations between issues identified in the previous phase, (iii) Action phase, this is the final phase which entails members of the community acting on the identified concerns by mobilizing themselves and developing various strategies for responding to such concerns.

Participation and Control of Services

In this stage, community members are encouraged to take up active roles in various aspects of community organizations such as planning, decision making, implementation, and evaluation. Allowing marginalized people to take active roles in running and managing community organizations, provides them with opportunities to practice their skills before they apply them in wider political arenas. According to Rissel, (1994), collective participation is fundamental to the successful redistribution of resources, which is a key ingredient of community empowerment. In addition, community participation has

been found to promote good management practices such as transparency, efficiency, and feelings of ownership.

Social Movements

Social movements are loosely organized, sometimes spontaneous interventions led by a group or an individual striving to achieve a change in the social fabric. It can be referred as collective actions against perceived political, economic or cultural grievances. The aim of such movements is usually to bring attention to people in authority, the desire for a change over prevailing power structures and social arrangements that affect the social, economic, political conditions of the community.

CHECK YOUR PROGRESS 2

1. Mention different types of empowerment.

2. Mention four different stages of Kieffer's Model.

3. Mention five key steps of empowerment according to Jackson et al., (1989).

5.7 Empowerment Initiatives in India for Marginalized Groups through Schemes and programmes

India is a country with diverse groups of people having different culture, language, religion, etc. Keeping in view the desires and aspirations of the diverse people, the Constitution of India, envisaged for State not only a democratic political order but also the goals of Justice, Liberty, Equality and Fraternity. These goals are clearly reflected in the preamble of the Constitution, in parts on

Fundamental Rights and Directive principles and other specific Articles in the Constitutions.

All these provisions suggest that India is a welfare state, committed to the welfare and development of its people in general and of vulnerable sections in particular. The vulnerable sections in India include Scheduled Castes, Scheduled Tribes and Other Backward Classes, Women, Minorities, Disabled and Children. For the welfare of these people mere guaranteeing of right to equality or universal adult franchise was not sufficient. The ideal of political democracy had to be backed by social and economic democracy. Therefore, what was required was a strong constitutional mechanism for protection of interests and rights of vulnerable or weaker sections of society and at the same time special schemes and programmes for their welfare, development and empowerment.

Empowerment of Scheduled Castes and Scheduled Tribes

The Scheduled Castes and Scheduled Tribes are officially designated groups of people who have been the most disadvantaged socio-economic groups in our society. The framers of the constitution tried to acknowledge their situations and needs by reflecting in our constitution providing them with certain protective measures, safeguards and welfare measures for these sections. Both the Union and State governments have taken up specific steps and launched various programmes and schemes for their improvement.

Constitutional Provisions

Article 46 of the constitution provides that the State shall promote with special care the educational and economic interests of the weaker sections of the society and in particular, of the Scheduled Castes and Scheduled tribes and shall protect them from social injustice and all forms of exploitation.

Article 15(4) empowers the state to make special provisions for the advancement of any socially and educationally backward classes of citizens and for SCs. This provision has enabled the state to reserve seats for SCs in educational institutions in general and professional courses etc.

Article 17 relates to abolition of untouchability and prohibits its practice in any form. The Parliament enacted the untouchability (offences) Act passed in 1955, renamed as Protection of the Civil Rights Act and the Scheduled Castes and Scheduled Tribes

(Prevention of Atrocities) Act, 1989 to tackle the problem untouchability, which is being practiced against scheduled castes.

Similarly there are other provisions given in Article 23, 24 and 25 (2) (b) of the Constitution that entails the state to provide social safeguards to Scheduled Castes. With regards to political safeguard, Article 330, 243 of the Indian constitution make provisions for reservation of seats for STs and SCs.

Some Special Schemes and Programmes for SCs and STs

In the field of education in most of the States, education up to higher level has been made free for SCs and STs. Education being the most effective instrument for social, political and economic empowerment, priorities is given to the programmes that aimed at improving the educational status of Scheduled Castes/Scheduled Tribes (SCs/STs). A Book Bank scheme has been launched in order to mitigate the difficulty of non-availability of books for technical courses like medical, engineering, agricultural, veterinary and polytechnic, etc. by providing books free of cost to the students belonging to SCs and STs. A Girls Hostel Scheme, Kasturba Gandhi Balika Vidyalaya has been opened with the purpose of providing residential facilities to tribal girls in pursuit of education.

Various schemes of scholarships have also been started including pre-metric, post-matric, and higher education. In addition to this, there are other schemes which help to improve educational levels and standards of SCs and STs. To help SCs and STs in employment, apart from making reservations in jobs, specific schemes have been started for training and skill formation. One of these is the “Free Coaching and Allied Scheme”, which helps in training to SCs and STs in respect of various competitive examinations held by recruiting bodies such as Union public Service Commission, Public Sector undertakings, banking service recruitment boards and similar agencies.

Efforts are also put by various State Development Corporations to uplift the SC/ST population living below poverty line. Many vocational training centers have been set up in tribal areas to develop the skills of the tribal youth in various traditional/modern vocations to gain suitable employment or enable them to become self-employed.

Some other central government schemes for scheduled tribes are:

Swarnajayanti Gram Swarozgar Yojana

This scheme was launched in 1999. It covers all aspects of self-employment such as organization of the poor into self-help groups,

credit, training, technology, marketing and infrastructure. The main objective of the scheme is to provide sustainable income to the rural poor. It is envisaged to bring in all rural poor families under some micro-enterprise.

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

Implemented by the Ministry of Rural Development, it aims at enhancing livelihood security of families/households by giving a minimum of 100 days of guaranteed wage employment in one financial year to every household whose adult members volunteer to carry out unskilled manual labour.

Entrepreneurship Development Programmes

Entrepreneurship Development Programme is a programme which helps in developing entrepreneurial abilities. These programmes are being conducted by the Small Industries Service Institutes (SISIs) exclusively for weaker sections of society. People belonging to STs are given motivation and training to equip them to set up small scale industries. The Small Industries Development Organisation (SIDO) offers consultancy services in managerial, technical, economic and other fields. For SC and ST entrepreneurs, a 50% concession of charges/fees is applicable. The Rural Artisans Programme also conducts promotional schemes and training programmes for rural SC and ST artisans to improve their technology and tools, upgrade skills and knowledge and help them set up trades.

Empowerment of Other Backward Classes (OBCs)

In India apart from Scheduled Castes and Scheduled Tribes, there are other weaker sections, known as Other Backward Classes (OBCs). In the Indian constitution, OBCs are described as socially and educationally backward classes (SEBC), and the Government of India is enjoined to ensure and provide their social and educational development. Article 340 of the Indian Constitution empowers the President to appoint a commission consisting persons fit to investigate the conditions of socially and educationally backwards classes within the territory of India and to make necessary recommendations as to the steps that should be taken by the Union or any State to remove such difficulties and to improve their conditions.

The first Backward Classes Commission was appointed in 1953 under the Chairmanship of Kaka Saheb Kalelkar. Caste was taken as the key factor in making a list of backward classes. However,

government did not accept the recommendations of this Commission that caste be the basis for identifying economic and educational backwardness. The second Backward Classes Commission was appointed in 1978 under the Chairmanship of B.P Mandal and this was known as Mandal Commission. The Commission recommended reservation of 27 per cent of jobs for OBCs in central services, public sector undertakings, nationalized banks, universities and affiliated colleges and government aided firms in the firms in the private sector. Some quantum of reservations for OBC students was recommended in all scientific, technical and professional institutions of education run by the Central and State Governments. The Commission also made recommendations for economic and occupational development of the OBCs. In August 1990, Government of India announced the acceptance of Mandal Commission's recommendations. Since then 27 per cent reservation has been made in jobs by Central government and various percentages by State governments.

Schemes for OBCs

Following schemes have been launched for the welfare of OBCs:

Schemes under state Plan

(i) Family Oriented Income Generating Scheme: Under this scheme inputs are provided to BPL OBC families for upliftment of their economic condition and to create self employment.

(ii) Development Council: Fund is released to various development councils as GIA under state plan for implementation of various development schemes.

(iii) Assam Bikash Yojana & CM's Special Employment Generation Programme :- Under the scheme, fund Programme were allocated for self employment of OBC unemployed youths. Various schemes are taken up for generating self employment to OBC unemployed youths.

(iv) Coaching facilities to OBC students. Pre-examination coaching i.e. to coach candidates belonging to OBCs whose parent's / guardians annual income is less than Rs. one lakh.

Centrally Sponsored Scheme

(I) Pre-metric Scholarships: The aim of this Scheme is to motivate children of OBCs studying at pre-matric stage by awarding scholarships whose parents/guardian's income from all sources does not exceed to Rs,44,500/- per annum. This is a centrally sponsored

scheme on 50:50 cost sharing basis between government of India and the state government.

(ii) Post-metric Scholarships: The Scheme is intended to promote higher education by providing financial support to OBC students studying at post-matric/post-secondary levels leading to their earning Ph.D. degrees. It is a centrally sponsored scheme where 100% fund is provided by the government of India.

(iii) Hostels for OBC Boys and Girls: The Scheme aims at providing hostel facilities to students belonging to socially and educationally backward classes, especially from rural areas to enable them to pursue secondary and higher education. It is a centrally sponsored scheme on 50:50 cost sharing basis between government of India and the state government.

(iv) Assistance to voluntary organizations for Welfare of OBCs: The main purpose of this scheme of grants-in-aid to voluntary organizations is to involve the civil society and non-Government sector for improving the socio-economic conditions of OBCs, through skill up-gradation in various trades, to enable them, to start income generating activities on their own and get gainfully employed.

There are some schemes under National Backward Classes Finance and Development Corporation (NBCFDC) such as Loan Schemes, New Swarnima Scheme for Women, Education Loan Scheme, Saksham Scheme, Micro Finance Scheme, etc.

Marginalisation among Minorities and Steps for their Empowerment

The Constitution provides safeguards to religious and linguistic minorities as part of our Fundamental Rights. The term minority is most commonly used to refer to communities that are numerically small in relation to the rest of the population. The Indian Constitution recognized that the culture of the majority influences the way in which society and government might express themselves. In such cases, size can be a disadvantage and lead to the marginalization of the relatively smaller communities. Thus, safeguards are needed to protect minority communities against the possibility of being culturally dominated by the majority. The Constitution provides these safeguards because it is committed to protecting India's cultural diversity and promoting equality as well as justice. The judiciary plays a crucial role in upholding the law and enforcing Fundamental Rights. Every citizen of India can approach the courts if they believe that their Fundamental Rights have been violated.

Government has taken following initiatives for the welfare and upliftment of the minority communities:-

USTAAD:- The Scheme aims at upgrading Skills and Training in preservation of traditional Ancestral Arts/Crafts of minorities. It helps to preserve rich heritage of traditional arts and crafts of minority communities and build capacity of traditional artisans and craftsmen. Its purpose is to establish linkages of traditional arts and crafts with the national and international market providing employment opportunities for youths of minority community.

Nai Manzil: It is a new initiative of the government launched in 2015. This scheme aims to benefit the minority youths who are school drop-outs or educated in community education institutions like madrasas, in order to provide them formal education and skills and enable them to seek better employment and livelihood in the organized sector.

Strengthening of State Waqf Boards: The scheme envisages providing assistance for meeting the training and administrative cost of State Waqf Boards, removal of encroachment from Waqf Properties and also strengthening of Zonal/Regional offices of Waqf Boards.

Nai Roshni: The aim of this scheme is to empower and instill confidence among minority women, including their neighbours from other communities living in the same locality or village, by providing knowledge, tools and techniques for interacting with government systems, banks and other institution at all levels. It includes various training modules like leadership of women, educational programmes, health and hygiene, financial literacy, legal rights of women, etc.

Other schemes like Seekho aur Kamao (Learn & Earn), Maulana Azad Sehat scheme, Shaadi Mubarak Scheme of Telangana state government, Padho Pardesh, etc. also contribute to a large extend in the upliftment of minorities.

Women empowerment in India

Around 50% of the Indian population is women. Still, India has a disproportionate sex ratio. This is because women are still treated differently as compared to men, in different parts of the country. In 1848, Savitribai Phule became the first woman educator in India. This gave women the courage that they can get out of the clutches of various forms. With the freedom struggle going on, women's empowerment was the most important agenda for various social reformers and freedom fighters. Various social reformers like Raja Ram Mohan Roy, Iswar Chandra Vidyasagar, and even Mahatma

Gandhi promoted women's education and various other social norms like the abolition of sati, and banning child marriages, etc.

In order to save women from all forms of social injustice, the Constitution of India guaranteed equality to women and ensured that the State should implement various schemes for their benefit. Some of the various provisions that guarantee gender equality are:

Article 14 of the Constitution states that every person is equal before the law and has equal protection of the laws.

Article 15 prohibits discrimination of any citizen on the grounds of religion, race, gender, customs, caste, etc.

Article 16 provides equal opportunity to every citizen, in the context of employment to any office.

Article 39A directs the States to promote justice on the basis of equal opportunity and to provide free legal aid for securing justice to every citizen.

Article 42 directs the States to make provisions for just and humane conditions of work and maternity relief.

Article 51A states that it is the duty of every citizen to renounce practices that are derogatory to the dignity of women.

In India, the empowerment of women and their rights has become a central issue. After the independence, the government has enacted various commissions and policies; for instance; National Policy for Women Empowerment, National Commission for Women which aimed for the upliftment and well-being of Indian women and to protect the legal rights of women.

Some of the schemes on women empowerment are:

Beti Bachao, Beti Padhao

The Beti Bachao, Beti Padhao Scheme was launched recently in 2015 and has emerged as one of the important policies for women empowerment. It aims to prohibit female foeticide. Other objectives of this scheme include education and protection of the girl child, creating awareness among the weaker sections of society, eliminate gender-bias.

Support to Training and Employment Programme for Women (STEP)

The Support to Training and Employment Programme for Women came into force in 1986. This scheme was established to provide employment opportunities for women, and also the skill and training needed to become self-employed. The various sectors covered by this scheme are agriculture, animal husbandry, handicrafts, sericulture, fisheries, handlooms, etc. It also includes other skills like learning English, hospitality, travel, and tourism, etc.

Ujjwala Scheme

This Scheme aims to prohibit the human trafficking of women and children. It was launched in 2007, implemented by the Ministry of Women and Child Welfare Development. Some of its objectives include:

1. Preventing trafficking and sexual exploitation of women and children.
2. Rescuing victims and taking care of them.
3. Providing rehabilitation services and other amenities like food, shelter, clothing, medical services, etc.

Self-Help Group (SHG) as a Strategy for Women Empowerment in India

Women consists almost half of the population in a nation and their contribution towards developing a nation is as important as the men. Considering this fact, gender equality and women empowerment has been considered by most of the nations as the pre requisite for the development of the society as a whole.

In this context, SHGs have enormous potential in empowerment of women. It was started in 1972 by Prof. Mohammed Yunus in Bangladesh to promote savings among poor. Thereafter, with the success of Bangladesh Grameen Bank, notion of Self Help Group gained momentum. In India, National Bank for Agriculture and Rural Development (NABARD) started the concept of Self Help Group with the opening of bank linkage program in 1992.

The planning commission in its annual plan for the year 2000-01, recognized that Self Help Groups have potential to work in respect of women empowerment. Therefore, Self Help Group was the main

instrument for accomplishing the target of women empowerment under “Rural Women’s Development and Empowerment (RWDEP)” scheme launched in 1997. Since the inception of annual plan 2000-01, Self Help Groups have mushroomed in India with the objective of collective effort to improve living standard and holistic empowerment of people lying at the bottom of power hierarchy including women. The aim of SHGs is to empower women by providing them financial support. They form a group of likeminded people to help each other for mutual benefit and utilize the locally available resource for their empowerment. SHG believe in “united-we win” and therefore the members remain united contributing to each other and sharing the fruits of the success among themselves. Furthermore, it is the best option to achieve the goals through group with the financial support from the banks through SHG-Bank linking programs.

Self Asking Question

Do you think government’s initiatives towards marginalized people in India are satisfactory?

5.8 Summing up

Thus, empowerment is a process of bringing about transformation in every individual citizen’s life. It helps to develop a sense of participation and provides them a sense of security that their voice will be heard irrespective of their economic and social status. In India, large sections of society are marginalized like women, S.Ts, S.Cs, O.B.Cs, minorities, disabled, etc and if these section of citizens lack opportunities in the fields of political, economic, social, the country’s progress will be hampered. So, it is necessary to meet the needs and desires of marginalized people in the society and therefore both central and state governments initiated and implemented different schemes which are ultimately making their conditions better. Efforts have been constantly made to empower the marginalized people to be

at par with the rest in the society and to secure justice, liberty, equality to all citizens and promote growth and development of the nation.

5.9 References and Suggested Readings

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5.10 Answers to Check Your Progress

CHECK YOUR PROGRESS 1

Q.no.1. Empowerment is the process of enhancing the capacity of individuals or groups to make choices and to transform those choices into desired actions and outcomes. It means giving people the tools and knowledge they need to be able to act on their own to make truly informed decisions about what is going on in their lives.

Q.no.2. The two definitions of empowerment are:

According to Marilee Karl (1995), 'Empowerment is a process of awareness and capacity building leading to greater participation to greater decision making and control, and to transformative action'.

According to Page and Czuba (1999), Empowerment is 'a multi-dimensional social process that helps people gain control over their own lives'.

Q.no.3. Since the late 1970s, the term “empowerment” has been liberally applied by academics and aid workers including in social services, social psychology, public health, adult literacy and community development in the English-speaking world.

CHECK YOUR PROGRESS 2

Q.no.1. The different types of empowerment are:

- a. Social Empowerment
- b. Economic Empowerment
- c. Political Empowerment
- d. Cultural Empowerment

Q.no.2. The four different stages of Charles H Kieffer are:

- a. The first phase, the Era of entry.
- b. The 2nd phase, the Era of Advancement.
- c. The 3rd phase, the Era of Incorporation, and
- d. The final phase, the Era of Commitment.

Q.no.3. Jackson et al., (1989) in their article developed a linear model where they identified five key steps of empowerment:

- a. Developmental Casework
- b. Mutual Support
- c. Issue Identification and Campaigns
- d. Participation and Control of Services
- e. Social Movements

5.11 Possible Questions

1. Define Empowerment.
2. Describe briefly about the background of the concept of empowerment.
3. Mention different types of empowerment. Explain each of them briefly.
4. Explain in details about the empowerment process.
5. Discuss in details about government's empowerment initiatives for marginalized groups.
6. Explain whether the implementation of different schemes initiated by government is satisfactory.