M.A. (POLITICS)
SEMESTER - I

PUBLIC ADMINISTRATION

SUBJECT CODE : 73498

Prof. Suhas Pednekar
Vice Chancellor
University of Mumbai, Mumbai.

Prof. Ravindra D. Kulkarni	**Prof. Prakash Mahanwar**
Pro Vice-Chancellor,	Director
University of Mumbai.	IDOL, University of Mumbai.

Programe Co-ordinator : **Mr. Anil Bankar**
Associate Professor, IDOL, University of Mumbai

Course Co-ordinator : **Mr. Bhushan Thakare**
Assistant professor, IDOL University of Mumbai

Course Writers : **Dr.ChandrasheelTambe**
Assistant Professor
Smt. ChandibaiHimathmalMansukhaniCollege,
University of Mumbai

: **Dr.DevidasMuley**
Retd. Professor
Acharya &Marathe College

: **Prof.ManasiKedari**
Assistant Professor
VG Vaze College, University of Mumbai.

Editor : **Dr. ChandrasheelTambe**
Assistant Professor
Smt. Chandibai Himathmal Mansukhani College,
University of Mumbai

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b) Public Administration, Development Administration, New Public Administration

c) Challenges of liberalisation, privatisation, globalisation, changing role of public sector, public-private relations

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2. Theories and Approaches (15hours)

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3. Personnel Administration (15 hours)

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4. Transparency and Accountability (15 hours)

a) Legislative, executive and judicial control over administration

b) Ombudsman, Lok Pal and Lok Ayukta

c) Citizen's charter, Right to Information, e-governance, role of civil society.

Readings: Public Administration

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6. Golembiewski, Robert T., Public Administration as a Developing Discipline, Voumes I and II, Marcel Dekker, New York, 1977.

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8. Henry, Nicholas, Public Administration and Public Affairs, Eleventh Edition, PHI, Delhi, 2009.

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11. Lynn, Laurence E. (Jr.), Public Management: Old and New, Routledge, New York, 2006.

12. McCourt, W., and Minogue, M. (Ed.), The Internationalization of Public Management: Reinventing the Third World State, Edward Elgar, Cheltenham, 2001.

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14. Shafritz, Jay M., Russell, E.W., and Borick, Christopher, Introducing Public Administration, Sixth Edition, Longman, New York, 2008.

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Editor's Note

This is an immensely gratifying moment of sharing the joy of bringing the coursebook on the subject of Public Administration. The book is aimed at fulfilling the course requirement for the MA Part I Programme in Political Science of the Institute of Distance and Open Learning, University of Mumbai. It covers in detail four broader areas in the study of Public Administration, namely; meaning, scope, and significance; theories and approaches; personnel administration; and transparency and accountability in public administration.

The team of course writers attempted to bring out the best in their writings so that the learners at the level of post-graduation can find strong impetus for their efforts of exploration of the vast and dynamic field of public administration. The additional readings suggested at the end of each unit are there for the learners to search for and delve deep into the subject matter. The unit end questions will help students to enhance their self-learning experience. The matter of fact is that not only the students pursuing post-graduation in political science but also those preparing for civil services can benefit from the book. It may be useful for the students of other universities as well.

This is the rightful place to express immense gratitude to the scholars, whom the authors of units have referred. I am thankful to the Institute of Distance and Open Learning, University of Mumbai for providing an opportunity to develop the course material. Painstaking efforts taken by Dr. DevidasMuley and Dr. ManasiKedari while authoring their respective units deserve special acknowledgment. Lastly, I express wishful thinking that the book will serve the purpose assigned to it.

The Editor

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Module 1

UNIT 1
MEANING, SCOPE, AND SIGNIFICANCE

Unit Structure

1.0 OBJECTIVE

In this unit, we will attempt to understand the meaning of Public Administration and its evolution as a discipline. Along with the earlier developments in the field, the unit will discuss in detail three major advances of the Post-World War era, which are, Comparative Public Administration, Development Administration, and New Public Administration. The unit also covers the impact of globalization on Public Administration. Sections on Good Governance and New Public Management will introduce the learner to the major post-1980 developments in the larger field of governance.

1.1 INTRODUCTION

Human actions have social implications. Human behavior requires regulation and control. Humans need support and coordination of essential supplies for their existence. Their security is ensured by being together with other fellow beings. These and many more such conditions indicate that humans need the organization which pervades human existence from the cradle to the grave. Public administration is an all-pervasive organization performing a wide range of tasks at all levels of government like, budgeting, legislation, policy framing, policy execution, and administering government branches and agencies.

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The term administration is derived from the Latin words 'ad' and 'ministaire', which means to care for, manage, and direct. To a certain extent, it suggests the management of people's affairs. Scholars differ in their understanding of the exact meaning of the term. For F.M. Marx and J. M. Pfiffner public administration is essentially a cooperative, organizational effort to systematically channelize resources to achieve common objectives to protect the public interest. While some thinkers argue for a broader approach towards the scope and range of activities of public administration and include all governmental activities for fulfillment of public policy, some scholars argue for a narrow view and consider only those activities which are concerned with the executive branch of government. L.D. White advocates to include activities concerning fulfillment or enforcement of the public policy. Woodrow Wilson proposed a detailed and systematic application of the law. Dimock also held a similar opinion. Simon limits public administration to the activities of the executive or administrative branch only. Pfiffner argues for the coordinating role of administration in getting the work of government done so that people can work together to accomplish their set tasks. Speaking broadly, public administration is the development, implementation, and study of branches of government policy. It is concerned with the pursuit of public good by empowering civil society, ensuring a well-run, fair, and effective public service. It includes government offices at various levels ranging from local to national. Thus primarily public administration denotes the institutions of public bureaucracy within a state, the organizational structures which form the basis of public decision-making and implementation; and the arrangements by which public services are delivered.

In the preceding paragraph, we referred to narrow and broader perspectives about the scope of public administration. The narrow viewpoint, also called the managerial approach was advocated by classical theorists like Luther Gullick and Lyndall Urwick. In this sense, public administration as a practice is concerned with those aspects of administration that are related to the executive branch. As a field of study, the scope is limited to discover the scientific principles of administration which are supposed to be the universal objective laws of the management. The major thrust of the study is to improve the efficiency and economy of the organization. As against it L.D. White and others offered integrated broader viewpoints and suggested expanding the scope of public administration. Negro gives a comprehensive account of the scope of public administration. According to him public administration and political as well as social system are related to each other. This connectivity demands a broader approach towards the study of the subject. By this logic public administration is concerned with the formulation and implementation of public policies; it covers all three branches-executive, legislative and judicial- and their interrelationships, organizational structures, and machinery of administration; studies administrative processes, bureaucracy, and its activities; and necessitates coordination of

group activity and close association between private groups and individuals to serve the people.

1.2 EVOLUTION AND CHANGING CHARACTER OF THE DISCIPLINE

As a practice, public administration has a history of thousands of years. Ancient civilizations of China, Egypt, and India bear traces of its timeless relevance. Excavations at Mohenjo-Daro and Harappa reveal the systematic approach of the administrators of those societies to provide solutions to civic issues. Writings of Plato and Aristotle in Greece, Kautilya in India on the issues of governance and administration provide testimony to the fact that public administration took definite shape and form in the ancient period.

Modern thinking on public administration began at the end of the 19th century. Forces of industrialization and colonialism pushed the debate over public administration from its traditional circles to modern arenas. The spread of rational thinking, scientific outlook, and democracy induced the transition of society from traditional to modern. Amidst such far-reaching global changes, the subject of Public Administration was striving to emerge as an independent discipline. Woodrow Wilson initiated this process in 1887 by publishing his famous essay, "The study of Public Administration" in which he addressed the problems and character of public administration in a modern democratic society. He laid the foundation of the science of public administration.

Avasthi and Maheshwari described five phases of the evolution of Public Administration. During the first phase (1887-1926) scholars like Woodrow Wilson and Frank Goodnow tried to separate the subject from political science. The emphasis was on efficient administration for the rational implementation of goals. Woodrow Wilson emphasized the need for a scientific approach to studying public administration. In the first quarter of the 20th century, the subject received increasing recognition in American academics. In 1926 Leonard D. White published the first textbook on the subject, '*Introduction to the Study of Public Administration*.' He underlined the politics and administration dichotomy with a note that administration is linked with politics via its involvement in policy matters.

The second phase (1926-1937) is known for the quest for scientific principles of administration and to establish the subject as an independent discipline. Willoughby's '*Principles of Public Administration*', Mary Parker Follett's *Creative Experience*, Henri Fayol's *Industrial and General Management*, Mooney and Reiley's*Principles of Organisation*are important works during this phase. Luther Gulick and Lyndall Urwick in their '*Papers on the Science of Administration*' stated that Administration is a science. They argued for the discovery of objective principles of human organization, just like laws governing the physical world, which

can be discovered by the scientific inductive method and have universal applicability.

The third phase (1938-1947) posed a formidable challenge to the claim that objective, universally applicable scientific principles of public administration can be discovered. Behaviouralists like Chester Bernard and Herbert Simon were at the forefront to declare that scientific management thinking was a myth on the ground that administration is comprised of humans and not machines. Robert Dahl summarized this opposition stating that administration is value-laden while science is value-free; human personalities differ and so do the social frameworks within which organizations inevitably operate and there is a need to take into account normative considerations, human behavior, and sociological and other factors while defining the parameters of public administration.

During the fourth phase (1948-1970) the discipline of public administration underwent a crisis of identity. The main reason was the behaviouralists' challenge. The movement for autonomy of the subject received a severe setback. Pfiffner and V.O. Key both advocated the fusion of politics and administration. D. Waldo called for the inclusion of policy issues and decision-making processes in the subject matter. Similarly, Paul Appleby in his Policy and Administration (1949) suggested that administration at a higher level is more generalized, political, and has a total governmental significance. At lower levels, it is less political and more particularistic. During this period Political Science overshadowed the growth and development of Public Administration as a separate discipline.

The fifth phase (1971 onwards) gave new lease of life to the discipline. During this phase, Public Administration acquired interdisciplinary character. The Minnowbrook Conference (1968) and subsequent publication of its proceedings by Frank Marini titled *Towards a New Public Administration* formulated basic postulates of New Public Administration. It rejected the value-neutral position of administration and focused on morality, ethics, and values. It upholds bureaucratic responsiveness, citizen participation in decision-making, social equity, and administrative responsibility for program effectiveness as constituents of public service ethic. It emphasized moral and political philosophy for administrators who must be proactive and client-oriented rather than being exclusively concerned with the virtues of economy and efficiency in administration.

To summarize, the subject nature of public administration evolved since the 19th century. Under the changing global context and under pressure from the growing academic body in adjoining social and natural sciences the subject developed various approaches and theories. Some of these theories are discussed in unit II of the syllabus. In the following sections, we will discuss some major developments within the field of public administration during post Second World War era.

1.2.1 Comparative Public Administration:

Comparative Public Administration (CPA) is the major theoretical and methodological development in terms of the evolution of public administration in the post-war period. The major objective was to produce a universally valid body of knowledge of administrative behavior. Robert Dahl and Dwight Waldo argued that without comparative methodology, the claim of public administration for a 'science of administration' would be hollow. CPA took the administrative theory-building beyond American experiences and stood for cross-cultural and cross-national public administration. Post-World War II necessitates the body of knowledge in public administration to solve development questions in erstwhile colonial countries. Societies in newly independent states were not in a position to apply studies from western societies in their countries. As a result, scholars emphasized the need to study politico-administrative institutions in their social settings. Theory building in Public Administration and engaging with administrative problems of developing countries are basic motivational factors behind the emergence of CPA. Its origin can be traced to the 1952 conference of public administration held at Princeton. The establishment of the Comparative Administrative Group (CAG) in 1960 with the help of the Ford Foundation was a milestone in the history of public administration.

Robert H. Jackson defined CPA as "that facet of the study of public administration which is concerned with making rigorous cross-cultural comparisons of the structures and processes involved in the activity of administering public affairs." Comparative Public Administration studies and compares similar and dissimilar features or characteristics of administrative organizations or systems in different cultures and settings. The objective is to identify the "causes" or "reasons" for efficient or effective performance. This comparison can be cross-national, intra-national, cross-cultural, or cross-temporal.

Fred W. Riggs identified three trends in the comparative study of public administration. These are, normative to empirical orientation, idiographic to nomothetic orientation, and non-ecological to ecological orientation. The first trend is to study public administration empirically; the second trend proposes to seek generalizations, laws, and hypotheses that assert regularities of behavior and correlation with variables, and finally; the third trend is towards the study of administration as a part of the larger administrative system or ecology.

Generally, there are three levels at which comparative administrative studies are conducted. Macro Studies compare entire administrative systems in their proper ecological contexts mainly to understand and explain the relationship between an administrative system and its external environment. For example India and Britain. Middle-range studies focus on specific aspects of the administrative system. For example a comparison of local governments. Micro studies provide

analysis of a part of an administrative system in two or more administrative organizations. For example budget preparation in India and the USA.

Comparative Public Administration approaches the question of administrative development to induce socio-economic change. While doing so it pays attention to the ecological and developmental aspects of public administration in a comparative context. From an ecological perspective, it studies the interaction between the administrative systems and their environment. It attempts to analyze the unique goals of particular cultures concerning their administrative systems. It explores the developmental dimension by comparing the linkages of administrative systems with the question of modernization. Lastly, it pursues broad comparison among administrative systems of Western and no-Western countries.

The scope of comparative administration covers administrative systems, structures, organization, functions, and methods of all types of public authority engaged in administration, whether national, regional, or local, and executive or advisory. It also deals with the comparison of the functions of administrative authorities including executive, legislature, and judicial functions. It includes a comparative study of various forms of control over administration, personnel administration and its problems, functional administration such as educational administration, social administration, and foreign administration.

Comparative Public Administration significantly contributed to the field of public administration. Generalizations based on the vast data collected from different nations and cultures helped in developing theory and provide a scientific basis to the subject. It helped to understand the nature of administrative systems across nations and cultures. It helped to explain the similarities and differences between administrative systems and discover variables/factors responsible for that. It helped the administrators as well as academicians to examine the factors affecting the performance of particular administrative structures and patterns in different environmental settings. It offered the lessons to handle situations and solve problems in our systems by drawing from observations of other nations and systems. More importantly, it provided an effective methodological tool kit to allow access for social scientists into the alien societies to transcend their cultural domains.

1.2.2 Development Administration:

The concept of Development Administration emerged after the Second World War. It developed as a response to the challenges thrown by the countries from Asia, Africa, Latin America, which were the colonies of the Western European powers. These Newly Independent States (NIS) constitute two-third of the total world population. These countries were facing post-colonial situations of poverty, unemployment,

illiteracy, malnutrition, population explosion. The role of government and administration in these countries required more than just a *laissez faire* attitude and was expected to bring change and modernization. Integration of socio-economic structures with political systems and change in the structure or behavior of public institutions accompanied by a transformation in the attitudes, values, and perspectives of the people was a necessary prerequisite of building robust national administrative culture in these countries. The need of these nations could not be accommodated merely by the traditional emphasis of the field of public administration on pursuing efficiency and economy of the organizations. They require a new approach to suit the varying needs of public administration in different ecological settings, and to help achieve a set of social goals.

The term development administration was first coined by an Indian Civil Servant, U.L. Goswami in 1955. Later, it was popularized by scholars like Fred W. Riggs, Edwards W. Weidner, Joseph La Palombara. Scholars disagree over the exact meaning of Development Administration. Weidner defines it as "an action-oriented, goal-oriented administrative system." He described the development as a state of mind, a tendency, a direction rather than a fixed goal. Further, Development is seen as "an aspect of change that is desirable, broadly predicted or planned, or at least influenced by governmental action." Riggs viewed Development as involving, "the increased ability of human societies to shape their physical, human and cultural environments." A 'developed' system, therefore, is capable of changing its environment to a greater degree than an 'underdeveloped' system. He asserted that the study of development administration can help to identify the conditions under which a maximum rate of development is sought and obtained. Largely, it refers to the administration of developmental programs, the methods used by large-scale organizations, especially governments, to implement policies and plans designed to meet developmental goals, thus involves strengthening of administrative capabilities. PaiPanandikar identifies development administration with "administration of planned change." The administrative capabilities are strengthened in a planned manner within a specified time to achieve specific developmental goals. The phrase, 'Development Administration' is intrinsically intertwined with this process of change and refers to the structure, organization, and behavior necessary for the implementation of schemes and programs of socio-economic change undertaken by the governments of developing nations.

Development Administration is change-oriented, it deliberately tries to reorient people in desired directions. The administrative system is entrusted with the role of a change agent. Development administration is result-oriented as it expects specific results and sets clear norms of performance. Development is a process of socio-economic change. Its success depends upon citizen's participation in public administration. Public servants must be equipped to carry people along with them and draw them actively into the development processes. This requires a basic change in the outlook of civil servants towards people. Development

administration demands a commitment to socio-economic change, a sense of involvement, and emphatic concern on the part of civil servants for completing time-bound programs. Development administration is dynamic and progressive to bring innovation in the governing structures and norms to suit the changing political and social environment. It is compassionate and carries a sympathetic attitude towards meeting the needs of marginalized sections, backward and minority communities. Development administration requires the administrators to be responsive and accountable and demonstrate their willingness, dedication, and perseverance to achieve developmental goals. Development administration suggests time-bound execution of programs.

1.2.3 New Public Administration:

The period of the 1960s is known as the most turbulent and crisis-ridden phase in the post-war era. It heavily influenced many social science disciplines including Public Administration. The period was besieged by numerous societal problems. Dissatisfaction among the American population about the Vietnam War, population increase, environmental problems, increasing social conflicts, and economic crisis made the younger generation of intellectuals question the efficacy and speed of the response of the political and administrative systems. In addition, there was a generation gap among the scholars and practitioners of the discipline. Suggestions were forthcoming for the restoration of values and public purpose in government. It was felt necessary to inject the goals of being responsive to the needs of clients and ensuring social equity in service delivery. This shift led to the emergence of the New Public Administration (NPA).

During 1967-68 various efforts were initiated in the USA, to provide a multidisciplinary, public policy, and social equity-oriented focus on public administration. Honey Report on Higher Education published in 1967 identified four problems confronting the discipline; inadequate funds, uncertainty, and confusion over the status of the discipline, institutional shortcomings, absence of communication between scholars and practicing administrators. Taking note of the report the American Academy of Political and Social Science organized a conference in Philadelphia in December 1967, to discuss the topic: '*The Theory and Practice of Public Administration: Scope, Objectives, and Methods*'. It was viewed as an academic discipline, as a field exercise, and as a profession. This conference was followed by the Minnowbrook conference on Public Administration in 1968. It was presided over by D. Waldo whose address reflected "New Thinking" in Public Administration. The proceedings of the Conference have been authentically recorded in "Towards a New Public Administration-the Minnowbrook Perspective" –a book edited by Frank Marini (1971). The Minnowbrook conference formed the basis of the New Public Administration movement in Public Administration.

Twenty years later in 1988, The Second Minnowbrook Conference was held against the backdrop of the changing role of state and government, more privatization, contracting out, and increasing role for non-state actors in the governance process. The period of the first conference was characterized by the influence of public purpose, the Vietnam War, urban riots, and campus unrest, accompanied by growing cynicism towards all institutions, especially the government. The context of the second conference was radically different and dominated by the philosophy of privatization and concern for private interest. The Minnowbrook II aimed to compare theoretical and research perspectives of both the periods and their respective influences on the conduct of governmental and other public affairs.

The NPA has an obvious moral tone in its conceptualization. It is mainly normative and rooted in ethics. It criticized the obsession of traditional Public Administration with efficiency and the economy. The traditional approaches were said to be ill-equipped to deal with contemporary problems and therefore became irrelevant. Public Administration as managerial science lost appeal as wider implications of administrative actions in a political environment was not recognized in it.

NPA questioned the value-neutrality of behavioral political science in general and management-oriented public administration in particular. It championed the cause of the disadvantaged sections in society and advocated the utility of values being served through administrative action. It proposed the proactive role of governmental institutions in reducing economic and social disparities and ensuring life opportunities for all social groups inside the organization. It gave a new motto, 'to serve the cause of social equity is to actively work for social change' for public administration. It suggested the institutionalization of change and remedial measures to reduce the bureaucratic tendencies of big organizations. For these new theorists, the study of formal organization, its structure, and processes was of secondary importance. For NPA priority was given to be alive to the contemporary social and political issues and problems to find ways and means for their solution and to have organizational changes to suit the changing times.

The scholars emphasized four major goals that public administration was expected to achieve, namely relevance, values, social equity, change, and client orientation.

Relevance: New Public Administration seeks to bring studies of public administration closer to ground realities. It pointed out that the discipline should have relevance to contemporary problems and issues. The subject should explicitly deal with the political environment and implications of administrative action. The new movement demanded radical syllabi change to facilitate meaningful studies oriented toward the realities of modern-day public life.

Values: NPA is value-oriented. It seeks to champion the cause of the disadvantaged sections in society. It advocates openness about the values being served through administrative action. It characterizes the new public administrator as less 'generic' and more 'public', less 'descriptive' and more 'prescriptive', less 'institution oriented and more 'client-impact oriented', less 'neutral' and more 'normative'.

Social Equity: It openly advocates the side of the socially deprived groups with an action-oriented approach. It states that the distributive functions and impact of governmental institutions should be public administration's basic concern. The purpose of public action should be the reduction of economic and social disparities and the enhancement of life opportunities for all social groups inside the organization.

Change: NPA attacked the status quo and the powerful interests entrenched in permanent institutions. It explored the ways of institutionalizing change and remedying the bureaucratic tendencies of big organizations. It advocated active work for social change.

In addition to these four goals, the NPA advocated greater participation by all employees in an organization in matters of public policy formulation, implementation, and revision. In addition, participation from individuals and groups from outside the organization was sought to make public administration more responsive and client-oriented. It called for a change in the attitudes of bureaucrats to be people-oriented. The Minnowbrook conference made a significant contribution in changing the complexion of public administration by advocating client orientation, social sensitivity, and normative concerns. The normative approach called on the government to adopt the objective of reducing the economic and social disparities and enhance life opportunities for everyone in the society.

1.3 CHALLENGES OF LIBERALIZATION, PRIVATIZATION, GLOBALIZATION, CHANGING ROLE OF PUBLIC SECTOR, PUBLIC-PRIVATE RELATIONS.

Globalization refers to the interconnectedness of states and societies across national borders. It is the compression of time and space at an unprecedented scale, level, and depth. It is the process by which the happenings in one part of the world caused repercussions and impact on other parts of the world. Globalization transformed the world into a global village which brought individuals, communities, organizations closer to each other and facilitated the exchange of capital, people, information, and culture from one society to another without any hindrances. It made the traditional notion of state sovereignty redundant and reduced geographical boundaries to mere symbolic importance on maps.

It is perceived that globalization is the product of a technological revolution in the communication and information process as well as the aggressive position adopted by global capitalism in the post-Cold War era. From an economic perspective it implies, removal of trade barriers, facilitating Foreign Direct Investment. Revolution in Information Communication Technology led to the global exchange of information, data, and knowledge. Integration of culture in terms of cuisine, fashion, art, etc, brought the synthesis of traditions and transformed societies everywhere. The situation of law and order along with security and defense acquired a global dimension with the spread of a global network of terror and underworld.

The societies and communities in different parts of the world are differently affected by this new interconnectedness. Their responses reflect their conditions vis-à-vis developed societies. The situation of nations on the issue of poverty, employment opportunities, the standard of living, environmental degradation, sustainable livelihood, loss of culture, social strife, income disparities are not the same everywhere. The governance and administration of the countries' responses to globalization are determined by the local political-socio-economical-cultural dynamics.

Globalization radically altered the notion of governance. The global institutions like United Nations, World Bank, International Monetary Fund, Organization Economic Cooperation, and Development set the parameters of governance while distributing financial aid and expected the recipient countries to abide by them. This led to the emergence of global governance. The entry of powerful Multi-National Corporations, whose annual turnover is much higher than the collective budget of many countries started playing a major role in policy decision-making. Even in the area of service delivery the flourishing civil society organizations, International and National level no Governmental Organizations replaced the governmental agencies.

The role of the state is radically altered amidst the accelerated pace of globalization and free-market competition. The existing systems of administration and governance were seen as inadequate to deal with the complex problems of society. As a consequence, the public administration too came under heavy pressure to transform. Some areas of this impact can be listed as below:

a) Entrepreneurial Government:
The traditional notion that the administration is separate from the politics and meant to execute the policies has received flak due to the constant pressure of globalization. The efficiency and productivity of the public sector organizations became the norm under the idea of entrepreneurial government. Slow-paced moving files, excessive rigidity, and red-tapism are seen as a thing of the past.

b) Changing Role of Bureaucracy:

The administration is not perceived as the catalyst for change rather asa service provider. Its role transformed from being the executor of policies and running units of production to merely regulating and facilitating the service delivery. The new economic order placed the responsibility of service provisions on the private sector.

c) Reinventing the Government:

Ideas like New Public Management and Good Governance have reinvented the process of governance beyond recognition. It asked for transparency, accountability, rule of law, free market, a guarantee of human rights, and client-friendly orientation in working of the government.

d) Public Service Reforms:

As a result of an emphasis on the private sector and entry of private capital in the process of governance through schemes like Public-Private Partnerships, the reforms in public service became the necessity of the hour. Reduction in the size of the public sector led to reducing the labor force in the government establishments. Disinvestment and privatization of the economy led to releasing the tapped capital of the state in public services. All this demanded public service reforms. Removal of pension schemes and other retirement benefits, ideas of linking employees' funds with the market have had a far-reaching impact on the public employment sector.

e) E-Governance:

Revolution in Information and Communication Technology led to the transformation of the functioning of government departments and ministries. It facilitated transparency in the administration and access of the people to the services through technology. The speed and nature of intragovernmental communication, intradepartmental communication, and communication between people and the government have profoundly increased. Online financial transactions further improved the speed and comfort of doing business.

f)Law and Order Situation:

With the global connectivity, crime and terrorism received a global dimension. Cybercrimes, financial frauds, cyber-attacks became a cause of concern for the administration. Law and order administration of the country required remodeling of the police department. The introduction of cybercrime units in the police administration became necessary. International terrorist organizations with their widespread networks made it mandatory to have strong counter-terrorism measures with international support and cooperation solicited from other nations.

Thus the process of globalization leads to the transformation of public administration all over the world. Globalization caused socio-

economic-cultural-upheavals worldwide and public administration came under heavy pressure to respond appropriately. It radically altered the meaning of governance along with the lives of people.

1.4 GOOD GOVERNANCE: CONCEPT AND APPLICATION; NEW PUBLIC MANAGEMENT

Good Governance:

The concept of Good Governance is the result of a neoliberal critique of governance and politics. It was originated in the 1980s by international lending institutions like World Bank and Organization for Economic Change and Development (OECD). It is an attempt to redefine the idea of Governance by advocating state contractionism and the increased role of the market and private sector as key regulators of society and economy. Good Governance, as a concept is defined over the decade of the 90s in various documents and reports published by World Bank and OECD. Some prominent among them are the World Bank document on Sub-Saharan Arica of 1989, the Harare Commonwealth Declaration of 1991, the World Bank report on Governance and Development published in 1992, Policy directives of the OECD countries.

Several reasons can be sighted for the emergence of the concept of Good Governance. The dissolution of the Soviet Union in the 90s facilitated the Western capitalist institutions to push the neo-liberal framework in erstwhile socialist economies. Socialism and planned economy model was perceived as failure and alternative models of Liberalization, Privatization, and Globalization received wide recognition. The government-led bureaucracy failed to deliver the promises of development and modernization. Problems of poverty, unemployment, income inequality, lack of health care facilities, and social disorganization continued even after decades of experimenting with socialist governance. By the 1990s most of the countries dipped in severe economic crisis. The large size of bureaucracy and excessive intervention of government in the society and market was seen as the cause of 'misallocation of planned resources, distortion of priorities, rampant corruption and abuse of power by public agencies.

To bail the countries out of the depth of balance of payments issues and help them to stabilize their economy the global financial institutions like WB and OECD redefined the idea of 'governance' and demanded 'structural adjustments' to full fill certain 'conditionality'. The concept of Good Governance found its disposition in those directives. For example, the World Bank (WB) in 1989 document on sub-Saharan Africa defined governance in terms of (a) public sector management, (b) accountability, (c) legal framework for development, (d) information and transparency. Leftwich pointed out three traits of governance as stated in the 1992 World Bank document, '*Governance and Development* (1992). These are, firstly, open, market-friendly competitive economy reducing bureaucracy,

increasing privatization, and remodeling state as 'enabler' than as a 'provider'. Second, support for democratization, and third, improvement of human rights records.

RumkiBasu (2005) enlisted the following features of Good Governance.

) Economic liberalism which constitutes private ownership, investment, and greater equality;

) Political pluralism, which refers to the democratic participation of people in the development process and decentralization of authority from the center;

) Social development which includes human rights, rule of law; an independent judiciary, and a free press;

) Administrative accountability, which refers to transparency; less corruption, economy; efficiency and effectiveness; and

) Public sector reforms, strategic planning, and management of change

Thus good governance is a clear departure from the earlier traditions of governance and defined it in terms of an autonomous capacity, as separate from the politics in the society, of the society to fulfill its requirements. It lays stress on the market and civil society to fill the void created by the exit of the state. This led to some serious concerns being raised about the viability of the idea in terms of addressing the issues of governance. Some of them are how to ensure accountability of the private sector to society. How to ensure ethical behavior from the private industries? How much flexibility can be afforded without being risked for political mistakes? And, finally to ensure equity and representation of the masses against the influential interest groups and elites in the allocation of resources.

New Public Management:

The New Public Management represents the major transition through which the discipline of public administration was passing through during the 1980s. The concept denotes the shift in the worldwide paradigmatic shift in the conceptualizations and practice of public administration. NPM sought to question the basic features of traditional public administration and replace them with new ones.

The theoretical and normative principles of traditional public administration of the early years of the 20th century were an institutional structure of work, specialization and hierarchy of offices, centralization of command structure, and public/private distinction. The guiding philosophy of this epoch was the management of public interest and the separation of politics from administration. This classical Weberian/scientific management model has been criticized because it led to rigid hierarchical centralized structures which are proven to be inadequate to meet organizational goals. Public agencies became machine-like, rigid, and

impersonal. The concept of bureaucracy symbolized corruption, red-tapism, and the apathetic orientation of administration. Effective management and efficient production of organizational targets were unable to meet.

In the second half of the 20thcentury, many new approaches sprung up that underlined the role of human motivation, efficiency, and effectiveness in public policymaking, implementation, and management. It is emphasized that the actual process of administration confronts the constraints of time, data, and other perceptual limitations. Most public policy decisions involve multiple interests reconciling and hence incremental and synthesizing in nature.

This new post-Weberian view of public administration has been people-oriented as distinguished from a structure-orientation. As opposed to mechanization and routinization it stresses human relations in work, employee job satisfaction, and flexible work structures. As against hierarchy and centralization, it emphasized decentralization for adaptability, flexibility, and mobilization of local initiatives to suit local needs and changed situations. Furthermore, participative decision-making and the free flow of information from bottom to top and vice versa are the most valued principles of this new approach.

Some features of this post-Weberian, Post Wilson approach are as follows:-

1. In the real world of governance, the politics/administration dichotomy is unworkable and unrealistic. Such separation of policymaking and implementation may lead to rigidity and disinterestedness, and ineffectiveness of administration.

2. Rationality maximization is not feasible in the actual administration. 'Bounded rationality' which involved reconciliation of interests can be followed in policy decisions.

3. "Hierarchy" must be replaced by a "bottom-up approach" with decentralization of power and initiative. It is necessary for effective, productive, and innovative organizational design.

4. Rigid, rule-bound monocratic structures are unsuitable for goal achievement and effectiveness. Job satisfaction and opportunity for full self-realization through multiple work roles is the key to goal achievement and effectiveness.

5. Public employees are not the sole custodians of public interest. Many times they can be self-aggrandizing and budget maximizing.

New Public Management advocates the adoption of private-sector techniques for public agencies in providing high-quality services to citizens and managerial autonomy to public management.

Firstly, it suggests performance evaluation indicators measure actual achievements and quality of services. Operating responsibilities are to be shifted from central departments to field agencies. Greater flexibility in working conditions such as contractual appointments is being permitted to make use of more expertise and employee creativity. The citizens are viewed as active customers.

Secondly, it rejects the principle of hierarchy to create environments for more effective and productive managerial leadership. Motivated and focused human and technological resources through recruitment and training of personnel based on merit, performance, and reward of attractive salary structure, diverse roles is considered the need of managerial leadership.

Thirdly, personal responsibility and accountability are sought to be built into the production process. Rewards including pay structures are based on the fulfillment of performance targets. There is a shift of general emphasis from policy to management with full cost-consciousness before making any decision. Private sector initiatives in infrastructure development such as roads, electricity, transport, etc, and involvement of Non-Government agencies in the social sector like health and education are encouraged.

Thus N.P.M. limits the political leadership only to macro politics while allows the bureaucrats the flexibility and autonomy of public managers who would be making decisions based on cost and result accountability, ensure fair and transparent administration and be responsive to public needs and preferences. Economic rationality and 'performance' are the keywords in NPM.

Thus NPM movement was essentially a by-product of the collapse of the socialist states and management failures of the public sector in the first and the third worlds. NPM wishes to help revitalize the image of the bureaucracy from a machine-like, rigid, impersonal, inefficient, wasteful, and ultimately ineffective custodian of the public interest to a dynamic, result-oriented, efficient, responsive, and responsible public servant who is sensitive and aware of public needs, wishes and preferences.

1.5 LET US SUM UP

In the past more than a century, the subject of Public Administration has come a long way. Beginning from the emergence of rational thinking and the spread of industrialization, the subject is intrinsically linked to the idea of the public. The major trends in its evolution reflected upon the changing nature of this relationship. In the recent past with the advance of globalization, we see a completely transformed nature of the disciplines. Yet there is connectivity. It originated during the **laissez-faire** paradigm of the 19th Century which it challenged then, and advocated state expansion to execute the idea of a

welfare state. In the 21st century, it went full circle back and followed neo-liberal state contractionism under globalization, liberalization, and privatization. In the course of this journey various themes, theories and formulations evolved and enriched the field.

1.6 UNIT END QUESTIONS

1) Concerning various phases in the evolution describe the changing character of the discipline of Public Administration.

2) Explain in detail the concept and theory of Comparative Public Administration.

3) Write a detailed note on Development Administration.

4) Elaborate the factors that led to the emergence of New Public Management? Explain the features of NPA.

5) Write an essay on the impact of globalization and public administration.

6) Write a note on:
   a. Good Governance
   b. New Public Management

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Module 2

UNIT 2
THEORIES AND APPROACHES

Unit Structure

2.0 OBJECTIVE

In this unit, we will study various approaches to study public administration. The major objective of the unit is to familiarize the learner with major themes developed by the various school of thought in the field of public administration. Total nine broad approaches that helped the field of public administration to expand its theoretical frontiers are illustrated and presented here.

2.1 INTRODUCTION

Ever since Woodrow Wilson published the first paper on the study of public administration, the subject evolved as an independent discipline. To lay the foundation of the subject, many scholars contributed to the process of theory building of public administration. As a result, various approaches evolved. Each approach contributed with a different perspective and methodology to answer problems encountered by modern society. The study of these approaches is an essential step towards acquiring a comfortable grip on the subject matter.

The approaches discussed in this unit defy the chronological arrangement. Their development and evolution are entangled in each other. Some grew parallel to others while some emerged out of formulations of others. Some grew as the antithesis of others while some appearalmost identical to each other. Nevertheless, no single approach can be sufficient and adequate to understand and explain everything in the subject of public administration. They are complementary to each other and the appropriate selection of approach to answering the given question is entirely dependent upon the student.

These approaches are the product and reaction to worldly phenomena and forces. Some broad forces that caused their emergence in the past century can be outlined as the growth of the capitalist economy, defeat of colonialism, technological innovations, and spread of democratic systems worldwide.

2.2 CLASSICAL, BUREAUCRATIC MODEL, HUMAN RELATIONS SCHOOL

2.2.1 Classical Approach to Public Administration:

The classical approach of public administration mainly dealt with the question of whether public administration is an art or a science. The major concern of the classical theory was to discover the objective laws on the lines of laws governing the natural world discovered by natural/physical sciences. These principles were presumed to be the prerequisite for improving the productivity, efficiency, and economy of organizations. The approach is developed by the likes of Luther Gulick, Lyndall Urwick, Henry Fayol, Mooney, Reiley, M.P. Follet, and Shelton. There are four defining features of classical theory-impersonality, specialization, efficiency, and hierarchy.

Luther Gulick authored several books and contributed to the field of science of administration and modern management. Urwick too wrote extensively on the science of administration. Both of them were greatly influenced by the work of Henri Fayol and Fredrick Taylor. Together they proposed the Classical Theory of Management also known as Administrative Management Theory. The theory defended public administration as a science. In the development of the classical theory of public administration,Gulick and Urwick laid stress on the importance of the study of the structure of the organization. Gulick identified 10 principles which according to him form the strong foundation of modern organizations. They are a division of labor, departmental organization, hierarchy, coordination, coordination committees, decentralization, unity of command, staff and line, delegation, and span of control. Urwick proposed 8 principles, viz. the objective of the organization, the principle of correspondence, authority and responsibility, scalar principle, a span of

control, the principle of specialization coordination, and the principle of definition amongst other principles. The famous POSDCORB principles are the major contribution of Gulick that transformed the way the organizations are managed thereafter. They are illustrated as Planning, Organization, Staffing, Directing, Coordination, Reporting, and Budgeting.

Henry Fayol stated that management is the need of all human activities and organizations. He divided all activities of organizations into six groups: technical, commercial, financial, security, accounting, and administrative. He listed fourteen principles of organization which are: division of work, authority, discipline, unity of command, unity of direction, subordination of individual interest to general interest, remuneration of personal, centralization, scalar chain, order, equity, stability of tenure of personnel, initiative, and comradeships. Mooney and Reileyemphasized the principle of scalar formation i.e. hierarchical, graded arrangement within the organization with a system of superior-subordinate relationships.

The classical approach is subjected to severe criticisms for its shortcomings. Herbert Simon dubbed the principles of public administration as "proverbs" mainly due to lack of empirical validity and universal applicability, both are the necessary conditions of the scientific status of the inquiry. The principles also lack consistency and appear to be contradictory to each other. The theory also neglects the human element in an organization. It projects organizations as a system of mechanical elements of which humans are placed as one of the parts. This mechanical perception of human beings considers humans as an insignificant and passive element in the production process. The theory is accused of being pro-management and reduces human labor to the instrumental use in increasing productivity and efficiency in the organization.

2.2.2 Bureaucratic Model of Public Administration:

The bureaucratic model of public administration is the major contribution of Max Weber, a German Sociologist, to the field of Public Administration. His book Economy and Society published in 1922 contained his ideas of bureaucracy. His writings cover a large canvas of the study of ancient and modern states to elaborate the working of bureaucracies in different eras. He was greatly influenced by the ideas of Immanuel Kant and Heinrich Rickert. Under the influence of both, he borrowed the belief in rationalization as the core of working of economy, politics, society, culture, and religion in modern society.

According to Weber, the need to maintain armies, public finances, and the running of political affairs of the empires resulted in bureaucratization in ancient times. Modern societies are more complex as compared to the ancient societies hence the administration too developed as a complex organism. He stressed that a bureaucratic state is

characterized by certain behavioral and structural features like division of labor, hierarchy, rules and rationality, impersonality, rules orientation, and neutrality.

Weber used the term 'rational-legal authority' to characterize the modern liberal states. He argued that authority can be classified into three types namely, traditional authority, charismatic authority, and legal-rational authority. Traditional is based on the legitimacy endowed by the virtue of heredity and customs or conventions. The charismatic authority received legitimacy from the personality traits of the individual. Both according to Weber are not suitable to the functioning of liberal democracy as they cause the irrational distribution of power and positions in the given society.

Weber was concerned with the functioning of a liberal democratic society for which he proposed rational-legal authority based on the legitimacy from the rule of law. The power in this type of authority emanates from the legal offices that the individuals hold. It is temporary and held by the official while holding the office for the term the positive law of the land permits to do so. Further, the persons to hold such authority are selected based on formal qualifications through the process established by the law. It is consistent with the political systems operating based on the Constitutions.

The bureaucratic model proposed by Weber invited criticism from various quarters. Herbert Simon and Chester Bernard argued that by following Weber's structural approach efficiency will be reduced, because informal organizations and better human relations are prerequisites for improved efficiency, and both are compromised in Weber's model. Gouldner criticized Weber for denying the bureaucrat necessary operational freedom. By laying stress on obedience and discipline Weber kills innovations and pro-activeness among the administrators. Weber did not pay adequate attention to human behavior, relations, morale, and motivational factors. This made his model a mechanistic structure and neglects the human side of the enterprise. Laski criticized Weber for replacing passion with routine, flexibility by rules, promptness by delay in action, and innovation by precedence in decision making.

2.2.3 Human Relations School of Public Administration:

Human Relations school countered the mechanical conception of scientific management theory and placed human beings at the center of administrative thinking. The theory stressed that administrative organizations are comprised of individuals with different psychological motivations and thus their behavior inside the organizations exhibits socio-psychological dynamics. Some important thinkers of this school are Robert Merton, FJ Roethlisberger, Alex Bavelas, Keith Davis, A H Maslow, D Cartwright, Leonard Sayles, and Chris Argyris.

Elton Mayo is the chief exponent of the human relations theory of public administration. The famous Hawthorne experiments conducted under his supervision investigated the relationship between productivity and factors like the physical conditions at the workplace (lighting, humidity, temperature, and hours of sleep), participation of workers, social relations, and networks among the workers. The experiment was conducted in several phases during the interwar period and established the new paradigm in Managerial Studies.

The approach mainly stressed that human beings are motivated by several factors like social environment, group dynamics, personal goals, value systems, beliefs, code of conduct, and ethics. It is necessary to align these factors with that of the organization's objective to get a better result in terms of the efficiency of the workers. The theory demonstrated that the classical understanding of measuring and setting targets for employees and motivating them by providing economical incentives may not always work. The theory also rejected the efforts of the scientific management approach explainingthe working of organizations based on certain objective principles of organizations.

The theory highlighted the importance of human factors like informal relationships and the group dynamics in day to day operations of an organization which is as complex as the formal structure and mechanism of modern organizations.

Human relations theory was criticized for adopting an anti-union stand. The theory underestimated the scope of worker-management conflict and labor unrest. There was fear that the theory might be misused by management for exploitation of the working-class by manipulating workers to comply with management directives instead of bringing management to an understanding of human nature and thereby bringing in the necessary changes in the organization. The theory is also criticized for overstating human needs while undermining the need for accomplishment or responsibility. It is also said that the so-called stated relationship between employee satisfaction and increased productivity has no universal validity.

2.3 SCIENTIFIC MANAGEMENT, BEHAVIORAL, STRUCTURAL-FUNCTIONAL APPROACH.

2.3.1 Scientific Management Approach of Public Administration:

The idea of scientific management originated in the latter part of the 19th Century as a result of industrialization in America. Henry R. Towne (1844-1924), is the early exponent of this approach. In the paper presented in 1886, titled "The Engineer as an Economist", he argued that the time has come for the engineers to pay attention to the development of management techniques as a part of their engineering profession. The term

'scientific management' was coined by Louis Brandies in 1910. The approach is mainly known due to the work of F. W. Taylor who is regarded as the father of Scientific Management. Taylor argued that like any other social or personal activity management is also a science. The application of scientific principles improves the performance of these activities. His major works are A Piece-rate System (1895), Shop Management (1903), The Art of Cutting Metals (1906), and The Principles of Scientific Management (1911).

Taylor criticized the managerial style of traditional managers as authoritarian and ill-suited for running modern workplaces. According to him, they were guilty of neglecting their managerial responsibilities of determining standards, planning work, organizing, controlling, and devising incentive schemes. According to him,the foremost objective of management should be to pay high wages and have low unit production costs to achieve the increased industrial efficiency. His philosophy of scientific management is that there is no inherent conflict in the interest of the employers, workers, and consumers. The results of higher productivity should equally benefit all people i.e. workers, employers, and consumers in the shape of higher wages to the workers, greater profits to the management, and payment of lower prices for the products by the consumers.

Taylor's philosophy of management was based on four basic principles of scientific management:

a) Development of True Science of Work:
Taylor had a tremendous belief in the capacity of scientific methodology to improve productivity and solve problems of human organizations. He suggested the application of scientific methods of research and experiments. He believed that 'science, not rule of thumb' will enable the organizations to enhance productivity, help the workers to increase earnings, and help the company to prosper.

b) Harmony, Not Discord:
As per this principle, the atmosphere in the organization should be of mutual trust and harmony. The management and the labor should follow the 'mental revolution' to end all conflicts between the two parties for the sake of the benefit of each other.

C) Cooperation, Not Individualism:
Taylor suggested that the manager and the workers should develop the spirit of cooperation. They should decide together the standards of performance and put collective effort to achieve those. This will increase the involvement and participation of the workers in decision-making and therefore will develop the feeling of responsibility.

d) Development of Every Person to His / Her Greatest Efficiency and Prosperity:

Taylor recognized the need for the scientific method of selection of the right employees for the appropriate jobs based on their initial qualifications and potential for further learning.He wanted the effective supervision of a worker and his working conditions after placing the worker in the right place. Taylor laid the foundation for modern personnel management by emphasizing bringing together the science of work and scientifically selected and trained Men.

F.W. Taylor followed scientific methods to answer the problems of management during his professional career as a mechanical engineer. He conducted series of experiments to know the most effective tool, the optimum cutting speed, etc. His experiments led to the discovery of high-speed steel. In the development of the shop system, Taylor conducted a controlled experiment to know how long a man or a machine would or should take to perform a given task, in a specified process, using specified material and methods. In another experiment, he analyzed how the workers handled materials, machines, and tools and attempted todetermine the ability of workers in dealing with equipment and materials. To counter the practice of soldiering among workers and to improve efficiency, he conducted experiments to determine the best level of performance for jobs and the conditions necessary to achieve that level. Taylor proposed a piece-rate system to improve the wage administration in a factory.

2.3.2Behavioral Approach of Public Administration:

The behavioral approach was the result of the reaction to the bureaucratic, institutional-structural, and organizational approach. It challenged the so-called scientific management approach that laid undue emphasis on the discovery of universal objective laws of organizational structures.

The behavioral approach developed in the fourth decade of the 20th Century. It focuses on the actual behavior of individuals and groups in organizations. Herbert Simon and Robert Dahlwere the major exponents of behavioralism in public administration. They argued that administrative behavior is a part of behavioral science and public administration should study individual and collective human behavior.

The behavioral approach is largely descriptive. Individuals are paid adequate attention in the analysis of organizations. In the behavioral approach factors like motivation, decision making, authority and regulation are given due emphasis.

The approach laid stress on the informal aspects of an organization. The patterns of communication are studied to understand the working style of members as well as leaders amongst themselves and with each other. The methodology of inquiry is empirical and applies field study, laboratory experiments, and application of statistical methods for systematically analyzing data. The approach is interdisciplinary and

borrows theories, concepts, and formulations from other social sciences like social psychology and cultural anthropology.

The behavioral approach expanded the canvas of understanding of public administration by paying adequate attention to the effect of political, social, economic, and psychological environments on human motivation. It resolved that this broader context determines the level of contribution of an individual to the working of the administration. The choices that leaders make, the effect of human sentiments on the working of administration, role of biases, and perceptions of leaders as well as followers in the working of an organization are studied by behaviouralists.

The approach stirred the field of administrative studies by opening new frontiers of cross-structural and cross-cultural administrative behaviors that resulted in the development of a comparative approach to public administration.

The behavioral approach is criticized for its limited utility to analyze all types of administrative phenomena. The formulations of behavioral sciences have limited application to explain only administrative behavior. Other dimensions and issues of administration remain largely beyond the scope of the theory. Behavioral science per se is mainly helpful to study small social groups and individuals, whereas public administration covers a huge size of the human collective activity of larger human communities. One of the major criticism is the neglect of human values and norms in the study of human behavior. Value neutrality of behavioral sciences makes the study of public administration sterile and irrelevant to the vital issues of the modern age. Human values cannot be quantified or observed and do not qualify to be fit enough to be the subject matter of the behavioral approach. Public administration without human values will be reduced to the machine producing desired output, which is just not possible.

2.3.3 Structural-Functional Approach of Public Administration:

Fred Riggs is considered the chief exponent of the structural-functional approach of administration. The approach borrowed theoretical formulations of the structural and functional school of Malinowski and Redcliff Brown from the disciplines of sociology and anthropology. According to them, society has norms, customs, traditions, and institutions that collectively form the structures and functions of that society. In the absence of those or failure of their working, the society will become dysfunctional or decay. Major proponents of this approach are Gabriel Almond, David Apter, Talcott Parsons, Robert Merton, and Fred Riggs.

Fred Riggs was interested in understanding the administrations of societies other than America, especially of the developing countries. He resorted to the structural-functional approach ofAnthropology and Sociology and followed terminology and conceptual framework to

understand the distinct and unfamiliar societies of the developing world. In this way, Riggs contributed an effective analytical tool to understand and comparatively study public administration.

The approach analyses the administration, both as a concrete system of departments and sections held together by shared beliefs, customs, and morals as well as abstract or analytic formed by power or authority. These structures perform certain functions like communication, administration, lawmaking, adjudication, etc. These structures display characteristics like hierarchy, specialization, rules, and roles. There can be behavioral attributes of these structures like rationality, neutrality, professionalism, and rule orientation.

The structural functionalists believed that similar kinds of structures do not necessarily perform the same functions across organizations. A single structure can very well perform multiple functions while multiple structures can perform a single function.

According to Riggs, economic, socio-communicational, symbolic, and political are four functional requisites of a society. Riggs proposed a Prismatic Model that illustrates how the society transitioned from a traditional to a modern industrialized way of life. The traditional society according to him has a fused structure while industrial modern society is diffracted. As the light passes through a prism, the white light represents a fused structure of traditional society and the resultant rainbow represents refracted structures of an industrialized society.

2.4 MARXIAN, PUBLIC CHOICE, POST-MODERN.

2.4.1 Marxian Approach of Public Administration:

Marxian Approach is named after Karl Marx, a renowned philosopher of the 19th Century whose contribution to the field of human sciences is path-breaking in terms of volume and scope, breadth, and depth of his formulations spread across multiple disciplines. Marxian approach to public administration can better be understood from the implication of his general theory of Communism rather than his direct handling of the topic which is rare to find in his writings. Steward Clegg, David Dunkerly, NicosMouzelis, Braverman are the main exponent of the Marxian approach.

Marx opined that bureaucracy is the political expression of the division of labor. He suggested that bureaucracy creates conditions that subject people to gross manipulations. In Marxian analysis,the state is the agent of the bourgeoisie class and serves their interest against the interest of the masses. Masses are impoverished and controlled by the state through the apparatus of bureaucracy. In a capitalist society, bureaucracy operates hand in glow with the dominant class and projects the interests of the haves as that of the interest of the entire society.

In this sense bureaucracy is mainly an oppressive system beyond the comprehension and control of the Proletariat. Although it masquerades as efficient and comprised of meritorious individuals, in reality, it is utterly incompetent and does not serve the function which it claims. In a certain way, it has certain symbols and secret ways of working and staunch traditions that make it a class in itself maintained to continue the state control over the allocation of resources.

Marx predicted that following class struggle the state will wither away. Bureaucracy as the instrument of the state will also end along with it. In the resultant Communist society, the functions of the bureaucracy would be taken over by the members of the society. In the course of events,the exploitative nature of the administration will go away and be replaced by the management of things and not of the people.

In the transition phase between the proletariat revolution and the establishment of an egalitarian communist society, the state will be controlled by the proletariat. During the domination of the proletariat, state bureaucracy will act as an agent of social transformation to get rid of bourgeoisie elements in the society. In the Marxist tradition, this is treated as a transitional phenomenon.

The critics of the Marxian school of administration argued that in socialist systems bureaucracy constituted as a "New Class", i.e. ruling in the name of the proletariat. This class exhibits dictatorial tendencies with strong vices of red-tapism, secrecy, disregard for human rights, and self-aggrandizement.

2.4.2Public Choice Approach of Public Administration:

The Public Choice Approach to public administration emerged in the 1960s. Vincent Ostrom was the chief exponent of this approach. He calledto replace the traditional paradigm of bureaucratic administration witha democratic administration.The Public Choice Approach advocatedinstitutional pluralism in the provision of public goods and services. It emphasizes institutional pluralism,diverse democratic decision-making, and management of public service distribution by applying the logic of economics, decentralization, and participation of people in Administration. It is highly critical of the traditional bureaucratic process which follows single centralized administrative power, separation of politics from administration, administrative hierarchy, and rational neutral bureaucracy.

The Public Choice Approach to public administration challenged the dichotomy of politics and administration. The first generation administrative thinkers like Wilson, Goodnow, White, and Willoughby formulated the separation of political functions and administrative functions of the government. This distinction prevailed for a near half-century and influenced the practice of public administration thereto. This view was subjected to criticism after the Second World War. Post world

war period witnessed a crisis of identity in the subject of public administration. The effort to separate politics and administration was perceived to be futile while dealing with changing circumstances worldwide. Separation of administration from politics, implementation from policy-making, and private from public administration is reworked and a new integrated approach to public administration became the new paradigm of administrative theory.

Other exponents of this approach are Buchanan, Downs, Olson, Tullock, Mitchell, Niskanen, and Oppenheimer. They formulated the theory of administrative egoism. The approach suggested that the real-life bureaucracy is usually hostile to the public interest and favors resource manipulation and self-aggrandizement. They believe that bureaucrats prefer self-interest over the public interest.Such behaviors and attitudes lead to an increase in size and costs of government and inflated departmental budgets. Bureaucracy is responsible for the declining quality of public services. There is no such thing as neutral and rational bureaucracy.

The approach suggested the new paradigm of government collaboration with market forces and remodeling of working of government to increase efficiency through competitiveness. Public Choice is the economic theory of politics as well as public administration.Choice implies competition. The competition improves the standards of services. The 'public choice' approach challenged the state monopoly in the provision of public goods and services. It believes that the multiplicity of service providers gives individual citizens the necessary choice. An individual knows his self-interest and would maximize this in his choices.

The Public Choice Approach challenges the traditionally established public interest theory of democratic government that assumes that decision-making in government is motivated by unselfish benevolence by elected representatives or full-time government employees, thus public servants are motivated by a desire to maximize society's welfare. As against it, Public Choice Approach argues that career bureaucracy is inefficient and unresponsive because it is not subject to market forces. Civil servants' attitude towards consumers of their services is different from the attitude of private sector producers to his customers. The producer's revenue comes from his customer but in government, there is no clear correlation between public revenue and expenditure: the revenue comes from the finance ministry. Secondly, a civil servant has little incentive to minimize the costs and maximum profits. In government, he does not gain financially from any such transaction.

Niskanen suggested increasing competition among the bureau for the supply of public services. He also advised changing the incentives for bureaucracy to motivate them. He further suggested increasing the competition to the bureaucracy by greater use of private sources for the supply of public services.

The public choice school has recommended organizational reforms like reducing the role of the state,curbing the power of government monopolies, constitutional checks to curb the power of politicians and civil servants of running budget deficits or imposing taxationbeyond a certain extent. Further, the approach suggests separation of the advisory, regulatory, and delivery functions of bureaucracy,privatization of health care or education reducing the size of bureaucracies, controlling the governmental expenditures, and promoting competitiveness among public agencies.

2.4.3Post-Modern Approach of Public Administration:

Postmodern Public Administration is the most recent addition to the field of public administration.The term post-modernism was coined by literary critics and French philosophers like Jacques Derrida, Michel Foucault, Francois Lyotard, German philosophers like Nietzsche and Heidegger in the 1960s. In public administration, the roots of post-modernism can be traced to the United States of America. In American Public Administration the core of the post-modern discussion was started by a small group of scholars organized by Public Administration Theory-Network (PAT-Net, 1981) and held its first national conference in 1988, in the USA. They were inspired by Gareth Morgan's Book (1986) 'Images of Organization', which discussed the contemporary trends in organizational and cultural sociology and how our thinking about the organization may be understood as metaphors rather than as anything "real". To strengthen our creative abilities in thinking, Morgan said we should think in terms of 'imagination' rather than 'organization.'

Public administration as a study is part of social sciences. Social scientists since the last 150 years have been preoccupied with modernity and the characteristics of modern society and industrialization. Thinkers like Karl Marx, Durkheim, and Max Weber interpreted modernity in their way. The industrial revolution is the basis of modernity. The term the postmodern denotes that modern is gone and that something new which is postmodern has taken over. Public administration covers institutions, government, the process of administration, etc. Post-modernism questions the relevance to various social or public institutions and challenges the ontological presuppositions about the society and the individual.

Modernism believes in organizational rationality. Rationality is the basis because organizations are established from the Industrial Revolution. Rational thinking is modernity. Post-modernism debunks this rational process and denies that such principles can be mastered by the administrators.

The postmodern reaction against 20th-century modernism takes the form of a new type of system criticizing the hierarchy-based structure in public administration, supporting group activity, and supporting socially

excluded and oppressed groups in society. At the same time, the postmodernists are against categorization.

Postmodernism questions the underlying assumptions and methods in social sciences. It questions the meaningfulness of the concept of objective knowledge. Modernists use scientific methods like documentation analysis, statistical analysis, survey methods, and other rigorous procedures of inquiry but post-modernists are against these methods. Modernists call this morality in the research methods to understand something. But postmodernists prefer relativism to objectivity. A rational idea or a thought is replaced by processes of reasoning.

Post-modernism inclines toward decentralization, individualization, and internationalization. The worldwide matrix organization, outsourcing, and the user-run public organizations are characteristic organizational features of postmodern conditions. In public administration, it advocates for a retreat from central planning and reliance on specialists. In political science, it questions the authority of hierarchical, bureaucratic decision-making structures, that function in carefully defined spheres.

There are post-modernist writers like Fox and Miller who are often concerned with the contrast between the contemporary state of Public Administration and various ideas outlined in normative theories. They raise the question about the contemporary state of public administration.

Post-modernism contains assumptions associated with imagination, deconstruction, deterritorialization, and alterity. Imagination counters the limits of rational bureaucracy based on rule observance. While the modernists relied on rationalization, the post-modernists relied on imagination. Deconstruction of texts, events, and symbols reveals how "reality" is socially constructed and thereby enabling new perspectives. Farmer used the method of deconstruction to question what lies underneath the seemingly well-established categories such as bureaucratic phenomena. The public administrators should use the method of post-modern analysis to re-examine their fundamental assumptions based on fixed paradigms, concepts, and categories. According to Farmer enhancing, efficiency does not constitute good administration. Rather, a society in which the marginalized section of the community i.e. the poor, the oppressed, and the downtrodden including women are liberated, that society is well-administered. Thus, efficiency is not an important criterion for post-modernists. Efficiency should not be interpreted merely as a straightforward formula or a ratio but, in the words of Dwight Waldo, it should be within a framework of consciously held values in the society. Under post-modern conditions, the alternative values such as fairness, equality, utility, and autonomy may be furthered, but they must meet the formal requirements of the modern strategy to get recognition in the policy design phase. Deterritorialization refers to radical changes in the structure of thinking under post-modernism, opposing such rationalist concepts as

central planning and other authority-based structures. Alterity refers to empathy with and a new focus on socially excluded and oppressed groups. In the process, the modern assumptions underlying representation is negated. Alterity refers to the moral stance that counterweighs the standard bureaucratic-efficiency model of public administration. Farmer firmly takes an anti-administrative stance in this regard. He wants administrators to become less authoritative and more service-oriented. He said there is no one single way of understanding and diversity must be furthered.

Post-modernists created the concept of discursive democracy. It implies a pro-active role for public administrators. Public officials or administrators should be more pragmatic in their dealings with the people. They should look for an adaptive process to create a democratic environment. The post-modernists opine that there should be a reengagement of the government with its people and the participation of the civil servants in their environments, as conscious actors in a democratic system. Public administration should be more facilitative in the sense that it should make efforts to involve citizens in the administrative process through collaborative pragmatism. Pragmatism demands experimentation and learning through experience and not rigid adherence to any particular system of governance. But it should be based on a democratic understanding of its multiple realities and conflicts.The post-modernists say that there should not be any grand theorizing or grand narratives in public administration. The administrator should be a transformative, facilitative, public service practitioner.

Under post-modernism, there is a concept of critical theory, according to which agents/administrators work towards emancipation. They try to transform society through dialogue, discussion, education. The role of the administrators is that of a mediator in a critical analysis or in the process of resolving the tensions and stresses which arise on account of contradictions opposition and negation.

2.5 LET US SUM UP

To sum up, public administration is an established field of inquiry with considerable autonomy over the subject matter. Even though it is a part of a larger field of social sciences and borrowed theories, formulations, concepts from other disciplines, it still has developed its own identity by transforming and adapting to changing conditions of time and place. The wide variety of approaches discussed above is evidence of this dynamic and robust nature of the subject. Although the discussion started in this chapter is only preliminary, the learner is expected to study the vast material available on these approaches. Some of them are listed below in the reference section.

2.6 UNIT END QUESTIONS

1) Explain in detail the classical approach to the study of public administration.

2) Elaborate the Weberian model of bureaucracy.

3) Examine the contribution of human relations school to the study of public administration.

4) What are the main features of the scientific management theory of public administration?

5) What is the contribution of the behavioral school to the study of public administration?

6) Write a note on the structural-functional approach of public administration.

7) Discuss the unique contribution of the Marxian approach to understanding the role of bureaucracy in capitalist society.

8) Explain the public choice approach of public administration.

9) How is the post-modern approach different from other approaches of public administration? Discuss at length.

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Module 3

PERSONNEL ADMINISTRATION

Unit Structure

3.0 OBJECTIVE

Objectives of this module are, in brief;

1) To understand the structure of personnel administration.

2) To understand the process of civil service recruitment, Training, Promotion, and Service Conditions.

3) To describe in brief. The civil services reforms in India and employer-employee relations.

4) To explain the grievance redressal machinery and code of conduct

5) To understand the nature of administrative ethics.

3.1 INTRODUCTION

We are living in an age of technological revolution. Computers, the Internet, Software use are an integral part of our work processing system. Despite such awe-inspiring high technology development, human resources remain the most important resource in an organization. It is proved that a quality workforce has been the cause of organizational success. Personnel moves the administrative machinery. Well throughout

and well-considered policies, pans and programs remain successful due to available competent human material which manages public affairs. No activity of public administration can be performed without Competent Personnel. Most of the time the term 'Civil Service' and 'Bureaucracy' are used with the same meaning. Civil Servants are contemptuously described as 'bureaucrats'. Bureaucracy is a term that is used with contempt to show the despotic autocracy of Civil Servants. Technically spacing, bureaucracy means 'desk government'. It has been given different interpretations by different writers. It is a Professional clan of technically skilled persons who are organized hierarchically and impartially serve the state. The activities of the state, the role, and the importance of personnel have also increased despite the adoption of a free economy and LPG (Liberalization, Privatisation, and Globalization) the importance of personnel administration has not come down. The complex problems of modern society cannot be solved without the help of trained, skilled and professionally managed personnel. To perform the multifarious tasks of the modern state, only competent personnel, who are selected on merit, are required.

3.2 ORIGIN& MEANING OF THE TERM

The business of the modern state is carried on for the most part by its administrative agencies. It is vastly productive to toy to build into our public services the kind of competent and responsive public employees which makes the best of government. This is the task of public personnel administration managing the human resources of man's largest and the most difficult undertaking i.e. government.

⟩ Personnel administration is a method of developing the potentialities of employees so that they get maximum satisfaction out of their work and give their best efforts to the organisation.

⟩ Personnel administration is concerned with manpower or people, organisational resources of output.

⟩ In short personnel administration is mainly concerned with the effective utilisation of human resources for the attainment of organisational goals. It is related to maintaining an adequate organisational structure and a desirable working relationship among all the members of an organisation. To generate development skills by training and on-the-job education and to recognise and reward employees' performance with adequate economic and other types of incentives. Also to maintain high morale and better human relations by sustaining and improving working conditions in the organisations.

The challenges that will be faced by those in the public service sector in the coming years are substantial. They require to resolve the problems in a way that restores and then maintains public confidence. The efforts to maintain/restore meaning and integrity to the public service are much needed in our society. They should be accompanied by a clear

understanding of several important trends in our field that will reshape the values and commitment of public service itself.

To sumup, in public administration personnel administration constitutes a vital sector of administration. It is a truism that no administrator can rise very much above the quality of its administrations. In other words, the quality of efficiency of the total administrative system depends on the efficient working of its personnel subsystem.

Unit 3

3.3 ISSUES RELATED TO PERSONNEL ADMINISTRATION- I

Introduction.
The merit-based public personnel administration has four basic steps.
a) Recruitment
b) Training
c) Promotion
d) Appraisal

In this sub-unit, we will try to explain and understand the meaning, importance, types, and process of recruitment.

3.3.1 RECRUITMENT:

Recruitment is a process of vital importance to the administrative system as a whole. It determines the tone and quality of the public services and the usefulness & relevance of the machinery of government. Recruitment stands for the machinery of government. Recruitment stands for the search for proper personnel to perform the various activities and obligations in the process of administration. The increasingly technical nature of public service and the growth of democratic ideas and institutions have made the problem of recruitment much more important today than ever before." public recruitment is that process through which suitable candidates are induced to compete for appointments to the public service". In short, recruitment is the first step in the employment program and it is the core of the personnel administration.

Principles of recruitment:

The credit for developing a scientific system of recruitment for the first time goes to China where recruitment through competitive examination was introduced in the second century BC. Before the introduction of merit, a system of recruitment was based on the following three principles, which were existed in almost all countries.

a) Principle of selling of office:

This method prevailed in France. The public offices were annually auctioned to private parties. The interested parties who can give higher bidding bought the office. This method was advocated by the rulers of France.

b) Patronage system:

This method was widely prevalent in Prussia. Under this system, those people who were dear and hear to the King were appointed as public officers.

c) Spoils system:

It is associated with the development of the American political system. Under this system victorious Political party appointed its candidates to offices in the state on the principle 'to the victors belong the spoils. The spoils system became popular on the belief that party policies can be carried out best by those who believe in party ideology. This system still prevails in the USA for the appointment of some key posts.

d) Principle of Merit (or Merit system):

The above-mentioned system had its disadvantages which were realized in early 1883 (in the USA) when the Pendleton act was enacted. Hence the nation thought of after alternative and one such was that of the merit system. India adopted the merit system right from the beginning. This system becomes more popular as it ensures political Neutrality and democratic spirit. The system ensures the loyalty of all governments of the day. Under this system specialization became possible and public servants can adopt public service as a profession and career under this system, public personnel is recruited by two methods.

1. Recruitment from within or by promotion.
2. Direct recruitment from the open market.

1) Recruitment from within:

Under this method, the employee is promoted from one position to the other higher position. This method is mostly applied for the recruitment of superior officials. But at the same time, not all superior positions are filled in by the promotion method. (The concept of promotion is discoed separately in the module.)

The promotion method of recruitment has the following advantages—

a) People enter into public services intending to make their job a career. The promotion method allows them to make an advancement in their career

b) Employees who are already in the job are experienced persons, this experience helps them in performing new duties i.e. working at a higher position.

c) Motivation and incentives are the better criteria to improve the performance of an employee. Promotion is a great incentive for them to work efficiently.

d) The merit system is criticized on the ground that, testing of merit by examination does not necessarily discover the working capabilities of individuals. An employee, who is already working in the department his capacities are well known hence the promotion methods is considered to be better.

e) An employee, who is already working in the department is fully aware and accosted with the formal and informal method of working of the department. Hence a promoted employee is better qualified to accept the new responsibility

Dis-advantages of promotion method of recruitment:

a) The promotion method narrows down the area of selection. It leads to stagnation and no influx of new blood into service.

b) Possibly the experienced and old persons in administration make the system static and stagnant. There is a general tendency among the old people not to adopt the change.

c) The new generation (young & talented) lose interest in public service and they are deprived of an opportunity to enter in govt administration.

d) If the promotion method is applied for all higher posts, it undermines the principle of equality of opportunity.

e) The promotion method is not useful for the administration of the 21st century where the administrative work is changing day by day with the change of new technology and techniques.

II) Direct Recruitment:

The method of direct recruitment is in consonance with the principle of democracy i.e. all qualified persons have an equal opportunity to enter into the public services. It is a widely accepted method of recruitment.

Advantages of direct recruitment:

a) Direct recruitment considerably widens an opportunity to select the most capable available persons in the market.

b) This system provides an opportunity for all capable and qualified young people to enter into public services

c) This system is also in keeping with democratic principles, which stands for equal opportunities for all.

d) It is argued that the system is essential for technical jobs where new scientific methods are being tried and the young are capable to pickup these trends.

e) Last but not least is that it is said if there is no provision for direct recruitment the young qualified persons will be deprived of an opportunity which is likely to lead frustration among the young generation.

Dis-advantages of direct recruitment:

a) The system of direct recruitment is very expensive and time-consuming

b) When the fresh and raw hands will join the service they will take their own time in picking up the work. The state will have to spend a lot on their training

c) There is no guarantee that the fresh graduates will possess high character and integrity

d) It is also difficult to maintain proper co-ordination and healthy relations between old & experienced employee and fresh recruits.

e) This system is likely to create jealousies among old and fresh which may lead to discontentment and unhealthy rivalries which is not healthy for an organization.

But in short, most of the Nations including India have adopted a middle path. A mixed system of direct and indirect recruitment is accepted. Under this system, a fixed percentage is earmarked for filling higher jobs through direct recruitment, and some quota is reserved for departmental promotion

The procedure of Recruitment:

The procedure adopted for direct recruitment to fill up the vacancies is lengthy and complicated. Recruitment means not only making appointments but selecting proper and suitable candidates for filling the vacancies. The scientific system of recruitment has the following important steps.

1. Location of Authority
2. Methods of Recruitment
3. Appointment

1) Location of Authority:

It is an essential feature of the Personnel system. Generally, there are two methods of locating the recruitment and appointing authority. In one system the power of recruitment is vested in a special type of government organization e.g. In India UPSC and SPSCS are selecting authorities; in the UK there is the Civil Services commission and in the USA,the Federal Service Commission. These authorities are not appointing authorities. Their job is to select the proper candidates for various posts as per the need of the various departments of the govt Appointment are made by the concerned departmental authorities from the list of selected candidates by the recruiting agencies.

In the other system recruitment & appointment, authorities are vested with the department where the special selection committees' are

constituted for this purpose. Very few appointments are made through this system.

ii) **Methods of Recruitment:**

For the recruitment of the right candidates for the right posts, the concerned recruitment agencies (Public Service commissions or Departmental Selection committees) follow the Following steps of recruitment.

1. To lay down pre-requisite qualifications for the concerned posts.
2. To publish the advertisement and asking for an application.
3. Verification of documents and issuing call letters for written tests.
4. Testing of merits through written test, oral examination, performance demonstration (Whenever applicable)
5. Certification

Let us discuss in detail the above five steps.

1. Determining Qualification:

Laying down proper qualifications is necessary to select suitable candidates. Broadly speaking educational qualifications are of two types. (a) General qualifications and special qualifications. The general qualifications which are considered to be required for all types of posts, consists of

a) **Citizenship:** The candidate should be a citizen of the state.

b) **Domicile or Residence:** In some cases, only the residence of a particular state or parts of the country are eligible for public appointments.

c) **Sex:** In democratic countries, the principle of equality of sex is followed for most of the public appointments. However some particular posts are mainly reserved for male candidates or sometimes married women are disqualified for certain posts, due to some social/family reasons

d) **Age:** The general practice is to recruit young age persons for public services. Therefore age limit is fixed for entering into public services. Early age entry into public services is the benefit to the concerned to get early promotion and useful for career advancement.

e) **Education:** essential minimum qualification for entry into public services is a university graduate degree. The advantage of the system of formal educational requirements is o allow only those who have any chance of success to complete.

f) **Special Education:** Govt requires not only general administrators but also technicians, scientists, doctors, engineers, and other specialized professionals. These vary from post to post. Therefore there are no

uniform qualifications for such a post. As per the requirement of these posts, specialized or professional qualifications are mentioned in the advertisement.

g) **Personal qualifications:** In addition to formal educational qualifications, It is expected that a candidate who is going to be an administrator or executive should possess some personal traits like integrity, energy, faithfulness, scientific mode of thought problem solving capable communication skills, etc.

h) **Experience:** The Indian system provides for the recruitment of young graduates. Hence experience is not made a compulsory qualification for all posts. In the case of technical/ professional services experience is treated as a desirable qualification

1. Publishing advertisement:

As per the requirements of the various departments of govt the recruitment agency publish the advertisement for the same in various national or state level newspapers/ magazines. Recently advertisements are published online on the portal of a recruitment agency or department. The advertisement consists of various details about the posts. Qualification, Number of posts, Reservations if any closing date for application, mode of recruitment (i.e. written test interview), etc.

2. Verification of documents:

After receiving the applications poem the candidates the same are verified. The eligible candidates are called for appearing for the tests. Arrangements are made for conducting the test (written or oral)adequate time span is given for the candidates for appearing for the tests.

3. Testing of merit:

Generally, the following kinds of tests are conducted to test the merit of the candidates
a) Written examination
b) Oral Examination
c) Performance demonstration (if applicable)
d) Physical fitness test

a) Written Examination:

This is the common method prevailing in most countries. The main purpose of this examination is to know the general intelligence and subject knowledge of the candidates. The written test may be of two kinds i.e. Essay type and objective type the purpose of the essay type test is to judge the calibre of the candidate about facts and ability to reason and argue about a problem. The object type test aims at testing the candidate's general knowledge and time sense.

b) Oral Examination:

An oral test is a method of finding out the ability, presence of mind, and power of expression of a candidate in a short span of time. It aims at finding out the grip of candidates over current affairs, language, scientific and technical problems, etc. The principal method of oral testing is the use of the interview supplemented by an assessment of the record of the candidate's work. The oral test is also significant to judge the personality and attitudes of the candidate.

c) Performance test:

It is not a uniform test for all posts. The performance test is conducted for skilled and technical posts. The ability to perform a particular job successfully is known through this test.

d) Physical fitness:

It is a common criterion applicable for all govt jobs. It is expected that the employee should be physically fit and maintain a minimum standard of fitness mainly for eye and hearing capacity. He shall not be suffering from any communicable diseases.

V. Certification:

After the candidates have been examined and they are met with an assessment, the recruitment agency prepares a list of selected candidates in order of merit. Recruitment agencies are not appointing authorities. The list of selected candidates is forwarded to the concerned department. Appointments are then made by the departments stipulating terms and conditions of services. Generally, the new entrants are appointed on probation. The probation period ranges from six months to two yrs. It varies from one organization to the other and also from post to post. Sometimes the candidates are given an orientation by introducing the nature of the job, departmental rules – regulation, etc before starting the actual work.

To avoid nepotism, favoritism the merit system of recruitment has been adopted, appreciated and recognized universally in almost all countries in the world. However, it is not free from de-merit and criticism. After all, it is a human process and the humanbeing is not free from defects. Continuous evaluation and corrections are the only remedies to make the system fully proof.

LET US SUM-UP

In this unit, we have studied the meaning and principles of recruitment. Types of recruitment i.e. Recruitment from within and direct recruitment. Advantages and disadvantages of promotion method and the

same of direct recruitment. We have also studied in detail, the method of direct recruitment with five steps of direct recruitment. We have concluded that the merit system of recruitment is the only better method than the previously prevailed spoil and other systems. A merit system is a universally accepted method of direct recruitment.

UNIT END QUESTIONS

Define public personnel administrator.
1. What is Recruitment?
2. Explain the principle of Recruitment
3. Discuss the advantage and disadvantage
   a) Promotion method
   b) Merit system
4. Write an essay on the Recruitment method
5. Write short notes on
   a) Advertisement
   b) Written test
   c) Certification

SOME USEFUL READING

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Unit: 4

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3.3.2 TRAINING

INTRODUCTION

Training of personnel has become important due to the continuous expansion of knowledge. It is necessary to adopt new technology. The efficient performance of an employee is based on the training. Training is also essential for broadening the vision of the employees. Training improves capacity, skill, and understanding. Training is the most widely accepted method of increasing the efficiency of the personnel. Training is defined as the "Conscious efforts made to improve employee skill, powers and intelligence and to develop' his attitude and schemes of values in the desired direction".

In this sub-module, we will try to understand the objectives, meaning, and types of training, and methods of imparting the training.

i) Meaning:

One personnel expert defines training as, "The process of developing skills habits, knowledge and aptitudes in employees for the purpose of increasing effectiveness in their present govt positions & for future positions".

In short training means, imparting knowledge of facts, teaching, and improvement of techniques. Thus training provides the basic foundation of the orientation and attitude formation of the employees.

Training is narrow in scope than that of education, it aims at a specific angle. Training creates the ability to take independent decisions. It helps mold and shapes the entrants to internalize the organizational skill, and character & helps them to adapt to new environments.

ii) Objectives of Training:

The committee on the training of civil servants in 1944 (Great Britain. Popularly known as the Asheton Committee) laid down the objects and general principles of training. These are still relevant.

The following five are the major objectives of training—
i) Training should endeavour to produce a civil servant whose precision and clarity in the transaction of business can be taken for granted.
ii) Training should make a civil servant capable of tuning his mind to changing circumstances and times.

iii) The aim of training must be to achieve the highest possible standard of efficiency.

iv) Training must be directed at making him fit for other duties and at developing his capacity for higher work and greater responsibilities.

v) Substantial regard to staff morale has to be paid greater attention.

These aims and objectives are universally recognized. The training process itself can give the trainee an added sense of dignity.

c) Types of Training:

There are various types of training imparted to employees at different stages of service. At various levels the emphasis on the types of training changes with the nature of duties. Generally, the following type's training is given to the employees at different stages and different levels.

i)   Formal and Informal Training
ii) Pre-entry and post-entry training
iii) Short-term and long term Training
iv) Technical and general Training
v) Departmental and central Training
vi) Orientation and Refresher Training

Let us understand the details of the above:

1) Formal and informal training:

Formal training is given on the basis of prescribed rules, regulations, and norms. It is prearranged well planned and conducted through expert guidance.

The purpose of this training is to inculcate administrative skills into the employees.

Informal training on the other hand acquired by experiences and learned in course of actually doing the job.

1. Pre-entry and post-entry Training:

Partially speaking pre-entry training is not a type of training. It is an educational qualification acquired by aspirant candidates for civil services. Pre-entry training is specifically referred to as vocational or specialized training. Now a day's vocational and technical courses are given in the formal education system.

The post-entry training is given after joining the service. It may be formal or informal. It is a general type of training to acquire administrative skills and broadened understanding of the government as a whole.

b) Short term and long term training:

It is a part of formal training imparted for a limited period of duration, short term, and long term. Short-term training is generally conducted for 7 to 10 days, such Training is organized to understand and implement New/innovative schemes/projects or to make the employees aware of new rules/ regulations and new technologies. Long-term training is a formal in-service training imparted after a specific period of service (Generally two to three times in service) to understand the changing nature of administration. Such training is also useful to the employees for their career advancement.

1) Technical and general Training:

Simply speaking technical training is related to enhancing particular skills whereas general training is imparted to upgrade their administrative skills.

2) Departmental and central Training:

Departmental training is given by the concerned department to its specialized requirements. Whereas central training is one where instruction is established to impart training on general lines and technical lies also. Some departments have their training centres.

1) Orientation and Re-fresher training:

Orientation training aims at introducing an employee to the basic concept of his job. Whereas re-fresher training is given to an employee after completion of certain years of service. It boosts up their morale and makes them adaptable to newer tasks.

Broadly speaking the above-mentioned types of training are classified on the basis of time, purpose, and method of training. It is not a watertight classification. We may find more than one type of training in one category.

d) Methods of Imparting Training:

There is no uniformity in methods of imparting training (except some formally organized type) When an employee learns about their work by actually working in the office/field, it is known as training by experience. Formal training is given to the employees as per the requirements and on the basis of the above-mentioned types of training. In the formal training, various methods are used to impart the training eg. Discussion, conference, seminars, lectures, etc. Reading material is also given to the employees during the training period. The employees are also informed about new changes in rules, regulations, govt orders, etc through circulars nowadays most of the information and instructions are given

through digital/online methods. The digital way of working has become a part of training and communication methods which is the easiest and fastest way contact – field visits are also arranged during the training period. In short, training is imparted for a period through theory knowledge, practical knowledge with solutions, and the up-gradation of information. In India, we have various training institutes established at the National and Regional levels to provide pre-entry and post-entry training to the employees at a different levels.

SUMMARY

Enhancement of bureaucratic capability requires the development of personnel administration. Training is the one way to achieve the same. I this unit we have studied the meaning and objective of training along with various types of training and different techniques of imparting.

UNIT ENDQUESTIONS

i) Define the concept of Training

ii) Why training is essential?

iii) Differentiate between formal and informal training

iv) Discuss various types of training

v) Discuss the different methods of imparting

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3.3.3 PROMOTION

INTRODUCTION

Promotion occupies the most important place in the career advancement of the employees. It is an opportunity for them to rise high in the administrative setup. A general promotion policy is necessary to keep the organization efficient. It is a continuous incentive to efficient working on the part of an employee. The hope of promotion is sufficient to keep the man interested in the job. Promotion is an important constituent of a sound personnel policy. It is the greatest incentive to an employee to get placement from one post to the next higher post.

Meaning and Importance:

Promotion should not be confused with an annual increment in the salary. The annual increment may be automatic or conditional but in no case, it is a promotion. The change in duty and responsibility is the necessary feature of the promotion process. The term promotion is derived from the Latin word from over means to move forward. Following are some definitions of promotion.

1) L.D. white defined promotion as, the means of appointment from a given position to a more difficult type of work and greater

responsibility, accompanied by the change of the title and usually a pay increase.

2) Prof Pigor and Mytes define that 'Promotion is the advancement of an employee to a better job, in terms of greater responsibilities, more prestige, greater skill and increased rate of pay.

3) Prof Flippo said that "Promotion involves a change from one job or position to another that is better in terms of status and responsibilities.

Importance:

Promotion policies keep the personnel efficient and ensure rewards for efficient service. This policy helps to attract qualified people in the service at the time of recruitment from the point of view of employees, promotion is an opportunity for career advancement for him from the administration point of view it is filling up higher posts from within the service.

1. Types of promotion:

Generally, there are two types of promotion. One is Intra departmental and secondary inter-department promotion means when the promotion is made within the same department from lower grade to the higher grade. Generally, these types of promotions are given based on seniority. However, there are various difficulties in giving intradepartmental promotions. These promotions are based on the principle of seniority. There are technical difficulties in deciding the seniority. Eg Age, qualification, technical qualification, changing the cadre, reservation categories, etc.

The second type of promotion is inter-departmental promotion. Here promotions are given on the basis of merit. This type of promotion is made only to fill up vacancies of higher posts

2. Principle of Promotion:

The difficulties in making promotion are, the promotion posts are always limited and secondly Promotion should be based on merit alone. Arbitrary promotions may create conflicts in the employees which may lead to harm in the smooth working of an organisation. Broadly speaking the following two principles are followed while giving the promotions.

a) Principle of seniority:

It is a most traditional principle to determine promotion. The length of service of an employee is considered a criterion for the promotion. As mentioned above, generally the principle of seniority is taken into account for giving intradepartmental promotions.

b) Principle of Merit:

When promotions are made on the basis of qualification and achievements of an employee irrespective of his length of service it is known as promotion based on merit. This system enables the organization to select meritorious persons to be promoted on higher posts. It provides a due incentive to the efficient and hard-working employees and thus helps in building up to morale and efficiency of public service.

B. Methods of Testing merit:

When the promotion is to be given on the basis of merit and ability, the question arises, how to judge the merit and ability? Broadly speaking the following three criteria are applied for the same.

i) Personal judgment of higher authority.

ii) Promotional examination

iii) Service record/ratting.

Let us discuss the above three criteria in detail:

1. Personal judgment of higher authority:

This is the factor in deciding the promotion. The higher authority is in continuous contact with the person, who has worked with him for many years. He knows about the qualities of employees.

However, this method is not fully proof. It has its limitations and demerits. Firstly this system is useful in small organizations where employees are in direct touch with the authority. In large-scale organizations, the employees are not in touch with the authority. Sometimes there are two higher authorities in the department i.e. one is the general administrator and another is a technical administrator. The employee is accountable to both the authorities. In this case both the authorities may differ on their judgments.

Secondly, this system is 'subjective' susceptible to extraneous considerations leading to unhealthy rivalry and ill-will among the employees.

However, this criterion is used in almost all government organizations along with the other criteria's

1. Promotional Examination:

This is an objective type of testing the candidates' ability. This is a competitive examination open for outsiders as well as departmental employees. Promotional examinations are of three types firstly the open competition. The outsiders can appear for such exams. This method is

criticized on grounds that the promotions are only for in-service employees, hence the outsiders should not be allowed to compete for it. Secondly, it is the limited competition in which only in-service employees are allowed to compete. Thirdly, the in-service employees are allowed to appear for exams and they have to pass the examination just to give proof of their minimum attainment.

2. Service record/ Rating:

The relation merit of the employees is evaluated based on his service record. In the USA the efficiency rating is decided on the basis of production record – It is applicable for those employees whose work can be quantitatively compared. Secondly, the graphic rating scale system – in this method the trails of the employees are marked and on its basis, the qualities of the employees are assessed. The graphic rates scale generally consists of accuracy, neatness, speed of work common sense, initiative, execution of workability, organizing inventiveness, etc. Thirdly, the personality inventory system. It seeks the comparative record of service by different means. It is a very comprehensive list of human qualities relevant to employment. These are exactly the opposite of the graphic rating scale. The negative characteristics of human nature are observed and evaluated its impact on the efficiency rate of the employee.

SUMMARY

Promotion whether based on seniority or merit is significant to build up the efficiency and morale in the organization. We have studied the meaning and importance of promotion, Types of promotion mainly Intra-departmental and inter-departmental promotions. While reading the principle of promotion we have discussed the principle ofseniority and the principle of merit with the methods of testing merits.

UNIT END QUESTIONS

1.   Define Promotion.
2.   Why Promotion is required?
3.   Explain the types of promotion.
4.   Discuss the Principle of Promotion
5.   What is merit? How it is decided?
6.   Write a note on 'service rating'

3.3.4   PERFORMANCE APPRAISAL

It is a system of assessment of the performance of its employees periodically; to determine the output of employees. The purpose of the performance appraisal system is primarily to assess the capabilities and efficiency of the employees and their contribution toward the achievement of the organizational goals. The ultimate object of performance appraisal

is to manage better utilization of the services through correction or changing the positions of the employee.

The performance appraisal system (PAS) consists of an annual appraisal report written by the superior about the work of the subordinate. It is usually in the prescribed format. Thus it is an objective examination of an employee. The format generally consists of certain objective criteria about the quality of work, general personality, and integrity of the person. This appraisal helps to decide the promotional ability of the employee the report is evaluated b reviewing officer and finally endorsed by the senior officer or HOD.

The PAS has certain flaws. Firstly the qualities required of an officer are not defined. Secondly, no common yardsticks are applied for the evaluation. It may differ from superior to superior. Finally, both the reviewing officer and counter-signing officer may or may not have any direct knowledge about the work of the officer reported upon.

The ARC in India has suggested certain norms for performance appraisal. Eg. ARC seeks that the officer reported upon should a brief resume of the work done by him. The graduation should be in the form that whether the fit for promotion not yet fit or until for promotion. All these suggestions are likely to avoid unpleasantness.

UNIT END QUESTIONS

1. Define performance appraisal.
2. What is an appraisal? How is it written?
3. What are the laws of the performance appraisal system?

3.3.5 SERVICE CONDITION OF CIVIL SERVANTS

The civil servants are the backbone of government administration principally speaking the civil servants are implementing authority of the government. They also help in framing laws and formulating policies to perform their functions efficiently and smoothly, they need to have peace of mind and security of a job. Therefore most countries in the world have accepted the importance of service conditions for civil service. Irrespective of the political and administrative system in the country, civil services are covered with minimum conditions required for the smooth functioning of the administration. The following conditions of services are universally accepted with some different provisions suitable to their countries' political and administrative systems.

Conditions of services:
Broadly speaking the following are the service conditions provided to civil servants.

1) Security of tenure:

Civil servants are guaranteed security of tenure ship throughout the service period. The age of retirement is generally 58 or 60 years of age as the case may be however under the new economic policy most of the appointments are made on a contract basis.

1) Appropriate training :
It is the government's responsibility to provide appropriate training to the civil servants to acquaint themselves with the nature of the work.

2) Financial package:

Salaries and allowances of each post are predetermined as per the policy of the government. Generally, the salary of an employee includes basic pay, dearness allowance, and other allowances applicable from time to time to the concerned department and post. Time scale increment is also given to them.

3)Promotions:

Each civil servant is entitled to get a promotion during tenure-ship. However, the promotion policies of the department are not uniformed. Promotions are of three types – i.e. time-bound promotion, promotion upon seniority, and promotion on merit.

4. Other condition:

It includes- Transfer which is a part and parcel of their service. Transfers are made from one post to another post and from one place to another. Sometimes the bonus is given to civil servants. The pay and allowances of the civil servants are adjusted with the price level or inflation. The other perks include suitable accommodation or house rent allowance, transport allowance, medical aid, leave facility, etc.

5.) After source facilities consist of provident fund:

It is a sort of saving that a person can make from his salary. The government gives interest in the saving applicable from time to time by law. Secondly, gratuity is a sort of benefit which is allowed to the civil servants. Generally, it stands at a full payment of one month of every year finally civil servants are eligible for pension after retirement to sustain their family in the future.

Thus these are the various conditions of service offered to the civil servants. This attracts many individuals towards government jobs.

Summary

The objective of offering various facilities and enlisting various conditions is to attract the talent for government jobs and facilitate them comfort in the service period. The care has been taken by the government of their services right from appointment to retirement and PF, Gratuity, pension, etc. for   their future comfort.

However, due to the new government policies i.e. de-bureaucratization and good governance, etc., outsourcing of services has become a new trend in the government job. Many states have either cut down the pension. As a result of this government jobs are not very attractive for youngsters nowadays.

Questions

1. Why service conditions are essential?
2. What are the major service conditions laid down for civil servants?
3. What is the importance of PF, Gratuity, and pension?
4. What is the impact of a new policy on the service conditions of civil servants?

Unit: 5

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3.4 ISSUES RELATED TO PERSONNEL ADMINISTRATION - II

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3.4.1 CIVIL SERVICE REFORMS:

Administration being constantly involved in practical action, situations cannot afford to remain static. It has necessarily to change for the sake of sheer survival. Broadly speaking there are four principal goals of reforms, they are changing policies and programs, improving administrative effectiveness, solving personnel problems, and countering pressures from outside organizations. Administrative reform is considered to be a process. It is related to the existing administrative setup.

Administrative reforms are often directive toward the following three elements either separately or jointly.

1) Structural reform: This is a very common administration. It is concerned with the division of work delegation and decentralization, creation of autonomous agencies, and setting up coordinating mechanisms to harmonize the actions of interdependent units.

2) Procedural reforms: This may involve changes in govt organizations, financial rules, alterations of work procedures, and general attempts to avoid re-tape.

3) Behavioural reforms: civil service is often criticized for its impersonal behavioral changes have therefore been suggested to improve interpersonal and intergroup relationship within the bureaucracy.

Special importance is attached to organization development as a technique of bringing about planned organizational change. Organizational development programs have made use of applied behavioral science.

Reform process:

Administrative reform is never a one-shot job. A progressive govt interested in maintaining a certain standard of performance has to continually adjust administrative machinery to the various kinds of changes in the society e.g. Govt of India had setup the Administrative Reforms Commission (1966-70). The railway reforms committee was setup in 1981. Recently after 1991 new economic policy, a committee was setup to suggest reforms in administration suitable to our new adopted policy

These examples indicate that reforms are a deliberate effort. They are initiated at a particular point of time.

Administrative reforms become necessary when the administration is unable to cope with the rising demands of clients. when it is unable to anticipate future demands and when it is lacking effective methods to cope with its ongoing and projective activities.

Summing

The need for reform is widely felt and its modalities are currently receiving considerable attention. Reforms serve several purposes and are of various types. The implementation of reforms has to be planned properly and monitoring should be a part of the implementation process.

QUESTIONS FOR EXERCISE

1)   Define administrative reforms.
2)   What are the major types of reforms?
3)   Explain the reform process.

3.4.2   EMPLOYER EMPLOYEE RELATIONS

A)   The smooth working of an administration depends largely on the cordial relations between employer and employee. In public administration especially in the parliamentary democratic system, successful working depends on the harmonious relationship between the employer and employee. The ultimate owner of public administration is the public. The relationship between civil service and the public cannot be established in the formal routine structure. Through the sovereign authority rests with the public. In practice, the political executive (i.e. ministers) are the real employers of the administration. Hence the relationship between political executives and permanent executives (i.e. bureaucracy or civil servants) is of great importance for its smooth & effective functioning. Therefore when we talk about employer-employee relations it is mainly the relationship between civil servants and ministers.

b) Nature of Relationship:

The relationship between the minister and secretary is both formal and informal. Principally speaking the role of the minister is related to policymaking and the secretary or civil servants are responsible for its execution. In practice, the two cannot be separated from each other. They are interdependent. A policy cannot be decided without proper information and expert guidance that is available with the civil service. The final authority of policy-making rests with the minister being a representative of the people. Minister plays the role of political master and civil servants as executors.

Ideally speaking the relationship between ministers and secretary should be cordial which helps in strengthening the working of the

administration. The mutual trust and interdependence of both of them are key to the success of public administration. In theory, both of them are servants of the people. The basic difference is that political executives are trustees of the sovereign authority and civil servants are paid servants of administration, therefore, political executives are masters i.e. employers and civil servants are employees. A political executive represents the will of people through policies and civil servants realize their will by its execution.

In democratic administration, the power of representation always prevails over the technical expertise and administrative skill, which the civil servant passes. The relationship between ministers and secretaries is generally of three types. Firstly, a good relationship is based on mutual trust and understanding. Both are dedicated and committed to their rules. Secondly, good relations are based on immoral and unethical grounds. It means both are corrupt and dishonest in their work. When both are engaged in safeguarding their interests instead of a public good. Thirdly, bad relations are based on two reasons one is that the minister expects civil servants to do some illegal work and safeguard his interest. Two when bureaucrats are corrupt and ministers are honest

B) Reasons of distorted relations between ministers and secretaries:

i) Frequent changes in portfolios of the ministers do not provide adequate time to develop cordial relations between them

ii) Sometimes ministers do not like the independent advice of secretaries. The ministers prefer to give oral orders instead of written instructions.

iii) Some officers have a superiority complex and criticize the ministers in private circles. The ego attitude of both of them creates a distorted relationship.

iv) Lack of understanding of their respective roles is one of the major causes of unhealthy relations. Undue political interference in the day-to-day administration and using political pressure for asking them to do illegal things create problems in their relationship.

v) The 'yes boss' attitude of civil servants supports and strengthens the authoritarian tendencies of political masters just to safeguard the career interests of the civil servants.

The administrative reforms committee has listed some causes of demoralizing the civil services –

1. Constant interference with delegated authority.
2. Victimization of otherwise good officials on political and personal grounds.
3. Special pay & posts to favourite officials.
4. Protecting corrupt officials to enjoy favours.
5. Frequent and irrational transfers etc.

Conclusion:

In the context of relationship clear distinction between political and administrative to be made. In the democratic govt, the civil servants are not related to policy and its duty is to organize means of administration appropriate to the objectives laid down and to act legally within the limit of power conceded to it. Whereas the minister should be adhered to its role of policymaking and safeguard the public interest. Their cordial relationship is a precondition for the success of public administration.

3.4.3 GRIEVANCE REDRESSAL

The concept of 'socialistic state' and 'welfare state' has resulted in the expansion of the functions of the government. This role is played by the public service expanded the bureaucracy. This has resulted in the multiplication of the administrative process whereby administrative power and discretion provide the opportunity for maladministration and corruption. In such a situation grievance arise.

Grievance means a ground of complaint a condition felt to be oppressive or wrongful. A grievance may arise as a complaint against some action or decision taken by the govt or any other agency abuse of power in the form of harassment malpractices (nepotism, favouritism, etc.) and corruption on the part of the executive creates a general feeling of discontentment among the citizens. They need the help of some authority outside the influence and control of the executive, who will act as a check against the misuse of power. The general syndrome of grievances has become a normal feature where there is a disparity between government performance and popular expectations broadly speaking such grievances may be divided into the following categories

1. Grievances against policies: people may have grievances against certain govt policies adversely affecting the interest of some social groups. They try to pressurize the govt through legislative means or pressure groups by using various techniques.

2. Grievances against maladministration: when the policies are in the stage of implementation, due to cumbersome procedures may cause resentment among the recipients. Thus the nature of the public complaint is found to be closely linked with the nature of duties that the officials have been assigned.

3. Grievance against corruption: it is observed that honesty and integrity in both policies and administration are deteriorating. Every govt department has become a den of corruption. People have losing faith in the integrity of administrative complaints against corruption has become a common feature.

Institutional remedy for redressal of Grievances:

To redress the grievances of the citizens is not an easy task generally grievances are redressed at judicial, legislative, and administrative levels. The constitution has provided an independent judiciary to protect the citizens against arbitrary acts of the state. Legislative mechanisms are also available to draw the attention of the house towards the grievances of the people. There is provision for instituting departmental as well as public enquires. There are other agencies like administrative tribunals which are quasi-judicial authorities to tackle the problems pertaining to certain kinds of citizens' grievances. The Santhanam Committee recommended that a vigilance commission should be setup and based on its recommendation the central vigilance commission was setup in 1964. Subsequently, the state has also setup a state vigilance commission in the state. The administrative reforms commission has recommended an authority to be setup and designated as Lokpal and Lokayukta.

To conclude, we can say that several steps have been taken by both the central and state government to redress the grievance of the citizen and honest efforts, proper and adequate support.

3.4.4 CODE OF CONDUCT

Every organization has its laws, rules, and regulations governing the conduct of its employees. Hence a public servant is required to obey a code of conduct. He is supposed to be loyal and obedient. He is also supposed to maintain a high standard of character, civil service conduct rulers are made. Through there is no uniformity in conduct rules, as they are made considering the administrative structure and nature of that country. But some common principles are there which are unanimously accepted all over the world. Some common principles of code of conduct can be tracked as per the following –

Code of conduct of public services involves:
i)   Integrity and loyalty to the govt or the concerned dept.
ii)   Discharging official duties as per the norms laid down by the dept from time to time.
iii)   He should not indulge in private trade or business.
iv)   He should be honest in his official dealing and should be respectful to his superior.
v)   He should maintain the dignity of his post and office.
vi)   Civil servants are supposed to maintain official secrecy.
vii)   He should not indulge in malpractices and not accept any gift
viii)   He should not enter into a pecuniary arrangement for himself or the benefit of others.

ix)   He should not engage himself in any illegal dealing of property for himself or his relatives.

x)   He should not publish any government document without prior permission of the authority.

This is not a final list of code. It differs from state to state. Nowadays conduct rules are becoming more and stricter. It is human nature to violate rules for safeguarding own interests. For this purpose various modes and methods of discipline are applied to curb this tendency eg. Indian civil servants are supposed to be politically neutral. He is subjected to disciplinary action if he participates in political activities of the country.

Violation of rules/regulations leads to disciplinary action. This varies from situation to situation. Generally, it includes – issuing notice, giving warning, reprimand, non-payment loss of seniority delay in increment suspension, demotion, removal of cause judicial prosecution, etc.

Inshort, all measures are taken to maintain discipline in administration while implementing a code of conduct and giving punishment, care has been taken not to do any injustice to the concerned employee. The code of conduct applies not only to regular employees but nowadays it is also made applicable to contractual employees sometimes the terms and conditions along with the code are signed by both the parties in the form of a memorandum of understanding.

3.4.5 ADMINISTRATIVE ETHICS

The notion that the public bureaucracy needs ethical sensitivity to serve the public interest is a fairly new one. The first code of ethics for a public administrator was adopted in 1924 by the international city management association. It was a code that reflected the anti-corruption and anti-politics values.

Three developments have been instrumental in the emergency of the concept that ethics are pertinent to public administration. First was the abandonment of the politics administration dichotomy. Now the pub-administrators are forced to make a decision not only on the comfortable basis of efficiency, economy, and administrative principle but on the more agonizing criteria of morality as well. The second development was the new role of decision-making theory. (H.A. SIMON) based on administrative behavior. The third development emerged in America known as 'counter culture'.

Broadly speaking administrative ethics denotes the professional code of morality in civil service. Civil servants are expected to maintain high moral standards not only for themselves for their members. Chester

Bernard has described ethical conduct as governed by beliefs of what is right or wrong. Glen Stahi remark that the problem of ethical conduct of public official arises by virtue of the power and influence that he commands and the commitments that he undertakes of loyal and disinterested service to the public. Paul H Appleby argues that morality (He used the word morality instead of ethics) and administration cannot be separated. Morality in administration alone could ensure better govt.

He delineated the following attribute of a moral administrator.
i)   A sense of responsibility
ii) Skill in communication
iii) Ability to cultivate & utilize an institutional resource
iv) Personal confidence
v)   Safeguarding public interest

In the case of the Indian administration, P.R. Dubhashi said that "In India through there is no ethical code for public administrator, there what is called, civil service code which lay down what constitutes misconduct for public servants".

Factors that determine administrative ethics –
i)   Precedents and traditions set by the top administrators
ii) Communication pattern in the administrative system
iii) Effectiveness of disciplinary action
iv) The attitude of political authorities
v)   The soundness of service condition.

These are some indicating factors that help in determining the level of administration, corruption, and political pressures and interference, etc.

To conclude:

We can learn the techniques of management science, the nation of organization theory, and the intricate of policy formulation and implementation but ultimately public administration is a field of thought and practice in which personal ethical choices are made. Those who enter the field are not infrequently, required to make a decision about moral questions that have far-reaching social consequences. Pub-administration is a profession of large responsibilities and moral choices and ethical obligation will always be an integral part of those responsibilities.

3.5 FURTHER READING FOR ALL UNITS

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Module 4

UNIT 6
LEGISLATIVE, EXECUTIVE, AND JUDICIAL CONTROL OVER ADMINISTRATION

Unit Structure

6.0 Objective

6.1 Introduction

6.2 Legislative Control

6.3 Executive Control

6.4 Judicial Control

6.5 Unit End Questions

6.6 References

6.0 OBJECTIVE

In this unit, we will try to understand three types of structural means to control over administration, which are mainly legislative, executive, and judicial.

6.1 INTRODUCTION

Accountability and Control are the two crucial elements of public administration that are important in a democratic government. Administrative accountability is emphasized using several controls. The public officials are accountable to various agencies which exercise control over them. Now broadly speaking there are two types of administrative control, namely internal control and external control. Internal control majorly refers to the Budgetary system, Hierarchical order, Personnel management, Enquiries, and investigations, etc. Whereas, the external control over administration deals with three agencies namely: Legislature, Executive, and Judiciary. In any representative democratic government, whether it is Parliamentary or Presidential, the legislature is considered as the supreme and crucial organ as it includes the representatives of the people. Its control over administration focuses on maintaining accountability and responsibility.

6.2 LEGISLATIVE CONTROL

The parliamentary system of government is present in India today, which is formulated on the prime objective of 'collective responsibility. It

means that the ministers are held responsible to the Parliament for their policies and actions. However, the legislative control over administration under the parliamentary system is indirect that is through ministers. In other words, it is the minister who is responsible for the actions of the administrators working under his ministry/department. There are several techniques or tools of parliamentary control over an administration that are:

A) Law Making: It is considered as the core function of the Parliament. As the Parliament lays down the regulations and policies of the government by enacting or repealing the laws. The Parliament enacts laws in a skeleton form and authorizes the executive to make detailed rules, regulations, and policies within the framework of the parent law. This is called 'Delegated Legislation' as the rules and regulations are displayed before the Parliament for its consideration.

B) Question Hour: Thevery first hour of every parliamentary proceeding is allotted for this. During this particular time, the member of Parliament ask questions and the ministers usually give answers. The questions are classified into three categories that are Starred, Unstarred, and Short Notice. Questions or interpellations are often considered effective tools of legislative control over administration and it helps in keeping the civil service alert, aware, and on its toes.

C) Zero Hour: It is usually an informal system that is made available to the members of the Parliament to raise questions/ matters without any prior intimation and it immediately starts after the Question Hour and lasts until the agenda for the day is wholly covered up. The time breach instituted between the Question Hour and the agenda is called Zero Hour. It is a part of the Indian Parliamentary procedure since 1962.

D) Half-an-hour Discussion: This means discussion on an issue/matter of sufficient public importance which has been subjected to a lot of debate and the answer to which needs elucidation on a matter of fact. The Speaker of Lok Sabha can assign three days in a week for such type of discussion. As there is no formal motion or voting before the Parliament.

E) Short Duration Discussion: It is a two-hour discussion as the time assigned for such a discussion should not exceed two hours. The existing members of Parliament can raise such discussions on a matter/issue of urgent public attention and importance. Here again, the Speaker allots two days in a week to carry out discussions. This discussion is not subjected to a formal motion before the House nor voting, it is in practice since 1953.

F) Other Discussions: There are several other occasions prevalent to the members of Parliament to raise discussions and debates to examine and criticize the administration for its failure and lapses. These majorly include:

1.) Inaugural speech delivered by the President of India (also known as Motion of Thanks).

2.) Introduction of various bills for the enactment of laws (that is known as debates on legislation).

3.) Introduction and passing of resolutions on issues that are of general public interest.

G) Calling Attention Motion: It is introduced in the Indian Parliament by a member to call the attention of a minister to an issue of urgent public importance and to seek a considerable authoritative statement from him on that issue. It is an Indian innovation in the parliamentary procedure and has been in practice since 1954 and it is also incorporated in the rules of procedure.

H) Adjournment Motion: This motion is another crucial element that is introduced in the Parliament to draw the attention of the House to a matter of urgent public importance. This particular motion requires the support of 50 members to be present in the Parliament. As it deals with the regular functioning of the House, it is considered an extraordinary device. It includes an objective of censure against the government and therefore Rajya Sabha is not allowed to make use of this mechanism. However, the discussion with regards to adjournment motion should last a maximum of two hours and thirty minutes not more than that. The right to move a motion for an adjournment of theadministrative affairs of the House is subjected to some scrutiny and restrictions.

I) No Confidence Motion: This particular motion means that the ministry stays in office as long as it enjoys the support/confidence of the majority of the members of the Lok Sabha. However, the Lok Sabha can remove the ministers from office by simply passing the No-Confidence Motion. Article 75 of the Indian Constitution coherently states that the Council of Ministers shall be collectively accountable and responsible to the Lower House (Lok Sabha). Thus, the motion requires the support of 50 members present in the house and voting.

J) Censure Motion: It requires a reason for its adoption in the Lok Sabha. It is primarily moved against an individual minister or a group of ministers or the entire Council of Ministers. This particular motion is moved for censuring the Council of Ministers for specific policies, regulations, and actions. If gets passed in the Lower House the Council of Ministers are not subjected to resign from the office.

Budgetary System: Another important tool of parliamentary control over administration is the Budgetary system. The parliament controls the revenues and expenditure of the government through the enactment of the budget. It deals with the sanctioning, raising, and spending of government funds. It can also criticize the policy mechanisms of the government and point out the drawbacks of administration during the process of enactment

of the budget. Effective legislative control over the expenditure of the government requires the Parliament to satisfy itself that the appropriations have been utilized economically for the approved purposes within the framework of the grants. It should also undertake a detailed analysis of the annual budget estimates of the government to suggest possible economies in the implementation of plans and programs embodied therein.

Audit System: The important authority that is Comptroller and Auditor General of India (CAG), on behalf of the Parliament audits, executes the accounts of government and submits an annual 'Audit Report' about the monetary transactions of the government. It also highlights the uneconomical and irregular expenditures of the government. The CAG is considered as an agent of the Parliament and is held responsible only to it that is the Parliament. However, the financial accountability and stability of the government to the Parliament are granted through the audit report of the CAG.

Parliamentary Committees: Apart from these tools and techniques several other committees carry out the work of the legislature namely:

〕 Public Accounts Committee
〕 Estimates Committee
〕 Committee on Public Undertakings

6.3 EXECUTIVE CONTROL

The Executive Control simply means that the control exercised by the Chief Executive (Political executive) over the functioning of the bureaucracy. In the Parliamentary system of government, the Cabinet is collectively responsible and accountable to the Parliament for its policy implementation and actions. Each Minister is solely responsible for the policies and acts of omission and commission in his particular Ministry. In other words, it is the ministerial responsibility that forms the basic feature of the Parliamentary government. For this prime reason, the political executive (Cabinet and Ministers) exercises control over administration. The executive control is characterized as inclusive in content, constant, continuous, stimulative, corrective, and directive. The executive exercises control over administration through the means of tools and techniques.

A. Political Direction (Policy Making):

In India, the Cabinet forms and directs the administrative policies and enjoys the power of supervision and coordination concerning its implementation. The minister who is head of one or more departments, emphasizes laying down the departmental policy and supervises, directs, and coordinates its implementation by the administrators. Thus, through the political mechanism, the minister controls the operations of administrative agencies working under his Ministry. The departmental officials are directly responsible to the Minister.

B) Budgetary System:

The second important organ of the government that is the executive controls effectively the administration through the budgetary system. It formulates the budget, gets it enacted by the Parliament, and allocates the necessary funds to the administrative agencies to meet their expenditure. In all such activities, the Ministry of Finance (Central Financial Agency of Government of India) plays a crucial role. It helps in exercising financial control over administration.

C) Appointment and Removal:

This is the effective method of executive control over administration. As the executive plays an efficient role in personnel management and controls and enjoys the power of appointment and removal of top officials. In this work, the executive is assisted and supported by the Department of Personnel and Training, The Ministry of Finance, and the UPSC. Therefore, the ministers have full control over the administration of departments under their charge through the appointment of such appointees.

D) Ordinances:

The Constitution of India empowers the President to promulgate ordinances during the interval of Parliament to meet situations demanding immediate attention and action. An ordinance is regarded as the authoritative and powerful act of Parliament and hence governs the functioning of the administration.

E) Civil Service Code:

The executive has laid down a prescribed civil service code to be observed and followed by the administrators in the exercise of their official power. It includes a set of conduct rules which prevent the administrators from misusing their powers for personal interest.Some important rules are:
1.) All-India Services (Conduct) Rules 1954
2.) Central Civil Services (Conduct) Rules 1955
3.) Railway Services (Conduct) Rules 1956

These rules deal with several things like loyalty to the State, obeying the official orders of the superiors, political activities of civil servants, etc.

A) Staff Agencies: The executive exercises control over administration through Staff agencies also. The significant Staff agencies established in India are the Department of Administrative Reforms, The Planning Commission (NITI Aayog), The Cabinet Secretariat, and the Prime Minister's Office. Therefore, these staff agencies exercise influence and indirectly control the administrative agencies and play a crucial role in coordinating their policies and programs.

Thus, India has adopted a Parliamentary system where there are two executive heads in the Parliamentary System, one is nominal while the other is the real head. The President of India is a nominal executive and the Prime Minister is the real head of the government.

6.4 JUDICIAL CONTROL

The control exercised by the Courts over the administration is called Judicial control. The primary principle of judicial control over administration is the protection and safeguarding of the rights and liberties of citizens by ensuring the legality of administrative acts. The basis of judicial control over administration emanates from the core concept of 'Rule of Law' which is a cardinal feature of the British Constitution as well as the Indian Constitution.

The scope of the judiciary is to intervene in the administrative acts when there is a lack of jurisdiction that is the administrator acts without authority or beyond the scope of his authority. The error of law is when the official administrator misinterprets the law and imposes upon the citizen but these obligations are not mandatory by the content of the law. Error in fact-finding, abuse of authority that is the official uses his authority vindictively to harm some person, and lastly, error of procedure when the official does not obey or follow the laid down procedure.

The Judiciary exercises control over administration through the methods incorporated in the Constitution.

A) **Judicial Review:** It is the efficient power of the Courts to examine the legality and constitutionalityof administrative acts. On the examination, if they are found to be violative of the Constitution (Ultra virus) then they can be declared as illegal/unconstitutional by the Court.

B) **Statutory Appeal**: The Parliamentary statute that is the law may itself provide that in a particular type of administrative action, the aggrieved citizen will have the right of appeal to the courts. Under such conditions, the statutory appeal is possible.

C) **Suits against Government:** In India, Article 300 of the Constitution deals with the suability of the State. It clearly states that the Union government and State government can be sued, subject to the provisions of the law enforced by the Parliament and state legislature. However, the State is suable in contracts. That means the contractual liability of the Union government and State government is similar to that of an individual under the ordinary law of contract.

D) **Suits against Public Officials:** The President and State Governors enjoy personal immunity from legal liability for their official acts. During their particular term of proceedings. They simply cannot be

arrested or imprisoned. However, after furnishing two months' notice, civil proceedings can be implemented against them during their tenure in respect of personal acts. The ministers do not enjoy such power benefits, immunities and hence they can be sued in ordinary courts like common citizens for crimes as well as torts.

Under the provision of the Judicial Officer's Protection Act of 1850, the judicial administrators are subsequently immune from any liability in respect of their acts and hence cannot be sued. The Civil servants are empowered with personal immunity from legal liability for official contracts under Article 299 of the Constitution of India.

Thus, India is a federal state in which there is a dual government. But the judicial system is unitary. This means the Constituent States do not have a separate judiciary. The judiciary is considered as the law-interpreting organ of the government. India has a single integrated judiciary with Supreme Court as the apex court. The Constitution of India officially regards the SupremeCourtas the 'Guardian of Fundamental Rights. Hence the judges of the Supreme Court and High Court can issue various types of Writs like Habeas Corpus, Mandamus, Prohibition, Certiorari, Quo Warranto whichever may be appropriate for enforcement of Fundamental Rights.

Nowadays judiciary has broadened the scope for interpretation of its powers. This is going a step forward by taking up responsibilities of protecting the rights of citizens and for making scrutiny of government decisions. In short, Judiciary has redefined the idea of who can approach the Court. Earlier practice was that only the person whose rights get violated can approach the court but now the Supreme Court allows that any citizen on behalf of the person whose rights are in danger can approach the court and the court will take note of that. This is called Judicial Activism. The concept of judicial activism is getting executed through public interest litigation has been in practice since 1979.

6.5 UNIT END QUESTIONS

1) Write a short note on the importance of control over administration.
2) What are the various means of legislative control over administration?
3) Describe in detail various ways of executive control over administration.
4) Explain the means of judicial control over administration.

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UNIT 7
CITIZEN'S CHARTER, RIGHT TO INFORMATION, E-GOVERNANCE, ROLE OF CIVIL SOCIETY

Unit Structure

7.0   Objective

7.1   Citizen's Charter

7.2   Right to Information

7.3   E-Governance

7.4   Role of Civil Society

7.5   Unit End Questions

7.6   References

7.0 OBJECTIVE

So far in this module, in the last two units, we studied the structural and institutional mechanisms designed to maintain ethics and accountability of administration and governance. The constitutional and institutional means have their worth in handling the issue of integrity and corruption. But in recent years more emphasis has been given tothe direct intervention of the people in ensuring good governance and empowering the agency of civil society to check the government and the administration to deliver what they are expected to deliver in the democracy. In this unit we will focus on the devices of active citizen involvement like Citizen's Charter, Right to Information, E-Governance to employ technology to deliver the public goods and role of Civil Society as an effective stakeholder in the process of governance.

7.1 CITIZEN'S CHARTER

The concept of Citizen in the Citizen's Charter implies the clients or customers whose interests and values are dealt with by the Charter. The Charter is generally not legally enforceable and thus is non-justiciable. The Citizen's Charter institutional system is an effective mechanism for solving the problems which a citizen encounters in day-to-day life while dealing with the organizations providing public services.

The emergence of the concept:

The Citizen's Charter concept enshrines a connection built based on trust between the service provider and its users. The concept was first formulated and implemented in the UK by the Conservative Government of John Major in 1991 as a national program with the core aim to continuously improve the quality of public services for the people of the

country so that these services respond to the needs and demands of the users.

Objectives of Citizen's Charter:

The basic objectives of the Citizen's Charter are as follows: -

a. **Quality:** Effectively improving the quality of services

b. **Choice:** Where Possible

c. **Standards:** It specifies what to exactly expect and how to act if standards are not met.

d. **Value:** For the taxpayer's money

e. **Accountability:** Individuals and Organizations

f. **Transparency:** Rules/Procedures/Scenes/Grievances

The Indian Scenario of Citizen's Charter:

Citizens have become more vigilant and expect the administration not merely to respond to their needs and demands but also to anticipate them. A conference including Chief Secretaries was organized in 1996 to develop "An agenda for an effective and responsive administration" to make the public services more efficient, clean, transparent, accountable, and citizen-friendly. Another Conference was held in New Delhi in 1997 including the Chief Ministers of various states and union territories which was presided over by the Prime Minister of India, an "Action Plan for effective and responsive government" should be implemented at Centre and State levels. One of the major implications that were formulated at the Conference was that the Central and State government would articulate Citizen Charter starting with those sectors that have a large public interface. The three main aspects of the Action Plan that were discussed at the Conference were:

1. Making administration accountable, responsible, and citizen-friendly.

2. Ensuring transparency and right to information

3. Initiating measures to cleanse and motivate civil services.

Moreover, the Department of Administrative Reforms and Public Grievances in India formulated the task of coordinating, formulating, and operationalizing the Citizen's Charter. It has effectively made efforts to formulate and operationalize Citizen Charter's in Central Government, State Government, and Union Territory administrations. For the publicity purpose, a comprehensive website of the Citizen's Charter in the Government of India has been developed and launched by the Department ofAdministrative Reforms and Public Grievances (DARPG) on 31st May 2002. While the government continued the work with regards to the Citizen's Charter in a major public interface area of government would not only focus on the new concept in bureaucracy but also acts as a role model for replication in other sectors/areas. Therefore, the banking sector was considered appropriate for this purpose keeping in view to bring about economic reforms and this sector was fairly advanced in terms of customer service and information technology.

The primary goal was to set up the Banking sector as a model of excellence in the implementation of the Citizen's Charter.

Problems faced in implementing the charter:

1.) Devoid of participative mechanism: In a majority of cases, the cases were not formulated through a consultative process with cutting-edge staff who will finally implement it.

2.) Lack of public awareness: Only a small section of end-users was aware of the provisions made in the charter since effective efforts of communicating and educating the people about the standards of delivery promise have not been adequately addressed.

3.) End users, Civil society organizations, and NGOs are not consulted when the charter is drafted. As the basic aim of the charter is to make public service delivery more citizen-friendly consultation with stakeholders is a must.

4.) Tendency to have a uniform Citizen's charter for all offices under the parent organization. The Charter has still not been adopted by all ministers, departments. This overlooks local issues.

Therefore, Citizen's Charter constitutes a very important part of the discourse of public administration to establish accountability and transparency and to provide speedy solutions to the queries of citizens.

7.2 RIGHT TO INFORMATION

Right to information means the autonomy and freedom of people to have access to government information. It subjectively implies that the citizens and non-governmental organizations should enjoy considerable and reasonable free access to all documents about the governmental operations, decisions, and performance. It offers openness and transparency in the overall functioning of government. In the year 1992, World Bank has released a document titled 'Governance and Development. The document has incorporated seven elements of governance and one of the elements is transparency and providing information. The right to information is necessary because of the below-mentioned reasons:

1.) It helps in making the administration more transparent and accountable to people.

2.) It supports in reducing the gap between administration and people

3.) Helps in public awareness regarding matters of administrative decision-making.

4.) Offers enhanced delivery of goods and services to people by civil servants.

5.) Facilitates constructive criticism of the administration

6.) It enhances public participation in the administration

7.) Facilitates public interest by discouraging unlawfulness and arbitrariness in administrative decision-making.

8.) Helps in reducing the scope for corruption in the administration

9.) Facilitates making the administration more responsive to the requirements of people.

10.) Supports in reducing the chance of abuse of authority by public servants.

Global Scenario:

Sweden is considered to be the first country in the world to adopt and introduce the right to information in 1766. Later on, Finland introduced it as the Freedom of Information legislation in 1951. Followed by its USA granted the right to information to its citizens by the enactment of Freedom of Information Act 1966. Both Denmark and Norway have implemented the same legislation in 1970. In Britain, the Fulton Committee 1966-68 investigated and found too much pf secrecy in public administration, and in 2005 the UK Freedom of Information Act came into existence.

Position in India:

The important document that is the Constitution of India has no direct provision expressly conferring the right to information to the citizens. Therefore, Supreme Court has stated in 1975 that the right to information is a crucial part of the following two Fundamental Right's guaranteed by the Constitution: -

1.) Right to Freedom of Speech and Expression (Article 19)

2.) Right to Life and Personal Liberty (Article 21)

Moreover, in 2005 the Parliament has enacted new legislation that is the Right to Information Act and this new legislation replaced the old Freedom of Information Act 2002. The new act has certain provisions: -

1.) It provides for the appointment of an information officer in every department to provide correct information to the people on request.

2.) It has fixed a 30-day deadline for providing information deadline is 48 hours in information is related to the life or liberty of a person.

3.) For people below the poverty line, the information is freely provided but for others, a certain fee is charged.

4.) It provides for the establishment of the office of a Central Information Commission and State Information Commission to implement the provisions.

5.) The President is empowered to appoint a Chief Information Commissioner and Governors of State will appoint State Information Commissioner and for a fixed term of 5 years.

6.) The new act of 2005 overrides the Official Secrets Act 1923 on the recommendation of the Fifth Pay Commission in 1994-97. The information commissions can allow access to the info if public interest outweighs the harm to protected persons.

At the state level also, several states have introduced their right to information legislation. Tamil Nadu is the first state to do so. In Rajasthan, the Right to Information movement was started by Aruna Roy in the 1990s. The MazdoorKisan Shakti Sangathan has successfully carried out agitation, in accessing and using the information to put an end to local corruption and exploitation. In the early 2000s, Anna Hazare led a movement in Maharashtra state which forced the state government to enact Maharashtra Right to Information Act and it was later considered as the base document for the Right to Information Act 2005 enacted by the Union government.

7.3 E-GOVERNANCE

E-governance that is electronic governance is the use of Information and Communication Technology to carry out the functioning of the government of a country. E-governance simply means the application of ICT to transform the efficiency, effectiveness, transparency, and accountability of the exchange of information and transaction between governments, government agencies, government and citizens, government and business. The concept of E-governance aims to empower people through the mechanism of providing them access to information. The major objective of E-governance is to offer a SMARRT Government. The acronym SMARRT implies Simple, Moral, Accountable, Responsive, Responsible, and Transparent government.

Advantages of E-governance:

1.Speed: Technology enhances communication to be speedier. Internet, Cell phones have reduced the time taken in normal communication.

2. Cost Reduction: Most of the government expenditure is formulated towards the cost of stationary. Traditional paper-based communication requires a lot of stationary, printers, computers, etc. which leads to continuous heavy expenditure. However, modern technology like the Internet, Phones makes communication faster and cheaper saving valuable money for the government.

3.Transparency: The use of ICT makes governing and administrative processes transparent. All the crucial information of the government can be made available on the internet. The citizens can have a look at the information at their ease. However, it can be only made possible when every unit of the information of the government is correctly uploaded on the internet and is made available for the public to peruse.

4.Accountability: Once the governing and administrative process becomes transparent then the government is ultimately made accountable.

Accountability usually implies the answerability of the government to the public. It is often the answerability for the deeds of the government. An accountablegovernment is always considered a responsible government.

Therefore, the administration worldwide has got qualitative and quantitative transformations through the implementation of ICT. The impact of E-governance in reforming and assessing public administration has become a part of the academic discourse on good governance. The concept of E-governance now has become an accepted aspect for improving and enhancing the quality of the delivery of public services. Reforming government processes is crucial for establishing transparency, efficiency, productivity, and reducing bureaucratic controls. The pace, transparency, and accountability associated with E-governance have the valuable potential to make public administration responsive to ensure good governance. Thus, we can say that E-governance is the effective mechanism of Good Governance for developing countries like India to reducecorruption, provide efficient and effective quality services to their citizens.

7.4 ROLE OF CIVIL SOCIETY

The concept of 'Civil Society' has come into existence to enjoy much political, administrative and intellectual currency in recent years. But it has a fairly long historical background. So traditionally the two terms 'State' and 'Civil Society' were used interchangeably and treated synonymously and this trend continued till the 18th century. G.W.F Hegel is considered the first political philosopher who separated and differentiated civil society from state. His footsteps were followed by Karl Marx and Fredrick Engels in the 19th Century. In the 20th Century, Antonio Gramsci conceptualized the concept of Civil Society. So, a Civil Society covers all forms of voluntary association and social interaction which is not controlled by the state.

Features of Civil Society:

1.) It is often referred to as non-state institutions, organized society and covers a large space in society.

2.) It considers the groups which are intermediate between the State (political society) and family (national society).

3.) Though it is considered autonomous, it is subjected to the authority of the state.

4.) It is in pursuit of a common public good.

5.) It effectively facilitates citizen's participation in politico-administrative affairs.

6.) Its crucial attribute is voluntarism, not coercion.

7.) It preaches pluralism to reduce the degree of domination of the State.

8.) It strongly implies the existence of freedom of association, freedom of thought, and other civil and economic rights.

Components of Civil Society:

The components included under the umbrella concept of Civil Society are:

1.) Non-governmental organizations

2.) Trade Unions

3.) Cooperatives

4.) Farmer's Organization

5.) Youth Groups

6.) Religious associations

7.) Women's groups.

In the USA, the concept of Civil Society is highly developed, while the scenario in India is that the concept is fast growing since the 1970s. In India Civil Society is observed as a fluid association of social groupings or on religious mobilization as much as on voluntary social associations.

Role of Civil Society:

Civil Society plays a crucial role in welfare and development administration. The various dimensions of their role are:

1.) Civil society mobilizes the poor for socio-economic development.

2.) It disseminates information and helps in creating awareness among the public regarding various schemes, programs, projects enacted by the government for their betterment.

3.) Enhances public participation in the administrative process.

4.) Facilitates the administrative machinery to become more responsive to the needs and aspirations of the people.

5.) It helps in imposing a community system of accountability on the working of administrative machinery at lower levels. Thus, it helps in reducing the scope of corruption.

6.) Helps in creating political consciousness among the people by discussing various political issues.

7.) It acts as the watchdogs of the public interest.

Limitations of Civil Society:

Thus, there are some **limitations** also of the voluntary organizations which are a part of civil society.

1.) Lack of sufficient monetary resources

2.)   Lack of efficient and trained workers

3.)   Bureaucratic non-cooperation and resistance

4.)   Insufficient information base

5.)   Stipulated functional perspective (nonholistic approach).

6.)   Political disturbance and influence

7.)   Resistance from local landlords, money lenders, etc.

8.)   A diverse socio-economic, political environment like casteism, communalism, poverty, etc.

Therefore, assessing the relative merit and demerit of Civil Society and the Voluntary Sector, the World Development Report 1997 stated that, the voluntary sector portrays its strengths to the table but also its weakness. It rigorously enhances public awareness, raising citizens' concerns, and delivering services. Local self-help organizations are sometimes considered the givers of local public goods and services, because of their closeness to local matters. However, their concern is often for certain religious groups and not particularly to society as a whole. Their accountability is often limited and their resources are constrained.

7.5 UNIT END QUESTIONS

1)   Explain the status of the Citizens' Charter in India.

2)   Write a detailed note on Right to Information as an effective tool to ensure transparency in governance.

3)   Explain the implication of E-Governance to transform the way governments serve the citizen better.

4)   What is the role of Civil Society in modern governance?

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UNIT 8
OMBUDSMAN, LOK PAL AND
LOK AYUKTA

Unit Structure

8.0 Objective

8.1 Ombudsman System

8.2 Lok Pal

8.3 LokAyukta

8.4 Unit End Questions

8.5 References

8.0 OBJECTIVE

In this unit, we will try to study the institutions envisaged to contain the problem of corruption in the administration. There is a long-standing demand to have an institutional check on the administration which will be effective and efficient as well. The demand for*Lok Pal* and *Lokayukta* stems from this expectation. Follow the detailed description given below regarding this.

8.1OMBUDSMAN SYSTEM

Modern democratic states are often identified by welfare orientation. However, the government has come to play a crucial role in the social, economic, and political development of the nation and this has ultimately resulted in the wider expansion of bureaucracy and the multiplication of administrative process, which in turn has eventually increased the administrative power and discretion enjoyed by the civil servants at different levels of the government. Thus, the misuse or abuse of this power and discretion by civil servants opens up scope for harassment, malpractices, maladministration, and corruption and such a type of situation often gives rise to citizen's grievances against the administration. The true success of democracy and the achievement of social, economic, and political development depend on the degree to which the citizen's grievances are redressed. Therefore, the institutional device formulated for citizen's grievances is called as Ombudsman System.

The earliest deviceof a democratic institution established in the world for speedy and fastestredressalof citizen's grievance is the Scandinavian institution of Ombudsman. The institutional device of the Ombudsman was created for the first time in Sweden in 1809. 'Ombud' is a Swedish word that means a person who acts as the representative or

spokesperson of another person. The Swedish institutional system of Ombudsman deals with the citizen's grievances in the following matters:

1.) Misuse of administrative power and authority

2.) Maladministration i.e. inefficiency in achieving the goal and targets.

3.) Corruption in administrative work that is demanding bribery for doing things

4.) Nepotism

5.) Discourtesy i.e. misbehavior, for instance, use of abusive language.

The Swedish Ombudsman is appointed by the Parliament for a tenure of four years. He is subjected to get removed only by the Parliament on the ground of its loss of confidence in him. He is subjected to submit his annual report to the Parliament and therefore is known as 'Parliamentary Ombudsman'. But he is independent of the Parliament (legislature) as well as the executive and judiciary. Moreover, the Ombudsman system is a Constitutional authority and completely enjoys the powers and privileges to supervise the compliance of laws and regulations, by the public administrators and see to it that they discharge their duties properly. But the Ombudsman does not have the power to reverse or quash a decision and has no direct control over administration or the Courts.

The Ombudsman can act either based on a complaint lodged by the citizen against unfair administrative action or Suo Moto. He can prosecute any hearing officially including the judges. But he cannot inflict any punishment. He can only report the matter to higher authorities to take necessary corrective action. Characteristics of the Ombudsman system are:

1.) Independence of action is granted from the executive.

2.) Impartial and objective investigation of complaints

3.) Suomoto power to start investigations.

4.) Right to report to the Parliament as opposed to the executive. The institution of Ombudsman is primarily based on the concept of administrative accountability to legislature.

5.) Wide publicity is given to its working in press and others.

6.) Direct, Simple, informal,cheap, speedy method of handling the received complaints.

In Sweden initially, the Ombudsman was created but then it spread to other Scandinavian countries like Finland (1919), Denmark (1955), and Norway (1962). However, New Zealand is considered to be the first Commonwealth country in the world to have adopted the institutional device of the Ombudsman system in the form of Parliamentary Commissioner for investigation in 1962. Since then more than 40 countries of the world have adopted the Ombudsman system with different

nomenclature and functions. In India, the Ombudsman is called Lokpal and Lokayukta.

Hence, the system of Ombudsman is a very crucial institution for the protection of democratic rights and freedoms and to free the general administration from corruption and efficiency and in Scandinavian countries, the Ombudsman is regarded very important as it plays a crucial role in granting redressal to citizen's grievances.

8.2 LOK PAL

The Administrative Reforms Commission (ARC) which was initially headed by the eminent leader Morarji Desai submitted a special and important interim report on 'Problems of Redressal of Citizen's Grievances' in the year 1966. In this particular report, the ARC specially initiated for setting up of two important authorities designated as 'Lokpal' and 'Lokayukta' with the main of providing speedyredressal of citizen's grievances. These particular institutions were to be set up based on the model of the institution of Ombudsman in Scandinavian countries. The Lokpal specifically deals with complaints against ministers and secretaries at the Central and State levels. The ARC kept the judiciary outside the purview of Lokpal and Lokayukta as it is present in New Zealand. But in the case of Sweden, the judicial system is within the purview of the Ombudsman. According to the policies of ARC, the Lokpal would be appointed by the President after consultation with the Chief Justice of India, the Speaker of LokSabha, and the Chairman of RajyaSabha. The government of India has accepted the policies and recommendations of ARC.

The recommendations formulated by ARC are:

1.) They should be independent and impartial.

2.) Their investigations and proceedings shall be conducted in private and should be uniform.

3.) Their appointment shall as far as possible should be non-political.

4.) Their job is to tackle the issues basically in the discretionary field involving acts of injustice, corruption, and favoritism.

5.) Their proceedings should not be subjected to judicial interference and they should have the maximum latitude and powers in obtaining information relevant to their particular duties

6.) They should not look forward to any benefit from the executive government.

So far, 8 official attempts have been initiated to bring about legislation on the Lok pal subject. Bills were introduced in 1968, 1971, 1977, 1985, 1989, 1996, 1998, and in August 2001 by the NDA

government under A.B. Vajpayee. However, none of the bills have been passed in the Parliament due to some reasons.

The salient features of the 2001 Lokpal bill are as follows:

1.) The bill effectively emphasizes the enactment of Lokpal to inquire into allegations of corruption against public officials including the Prime Minister, provided the offense committed is within 10 years from the day the complaint is lodged.

2.) The institution of Lokpal shall include a chairperson who is or has been a Chief Justice or a Judge of the Supreme Court and two members who are or have been the Judges of the Supreme Court or the Chief Justice of High Court.

3.) The chairpersons and members need to be appointed by the President of India on the recommendation of a committee which is under the control of the Vice President of India and comprising the Prime Minister, the Speaker of LokSabha, Home Minister, Leader of the House other than the House in which the Prime Minister is a member and leaders of the opposition in both the LokSabha and RajyaSabha.

4.) The bill focuses on a fixed tenure of 3 years for the chairperson and the members.

5.) The bill entrusts that the Lokpal is capable of functioning independently and discharge its functions without any kind of fear or favor.

6.) The institution of Lokpal will look into complaints alleging that a public official has committed an offense punishable under the Prevention of Corruption Act 1983. Now public officials include the Prime Minister and Member of Parliament. The judges of the Supreme Court and the institution of the Election Commission have beensubsequently kept out of the jurisdictionof Lok pal.

7.) The complaints and allegations against the Prime Minister related to his functions and duties in the matters of national security and maintenance of public order have also been kept out of the purview of Lokpal.

8.) To enable the Lokpal to carry out its function efficiently and in a quasi-judicial manner, it has been entrusted with the powers of a civil court in respect of summoning and enforcing the attendance of any person of examining him on oath.

9.) The bill emphasizes for an open court or if the Lokpal wishes in-camera proceedings, it needs to be completed within 6 months, with a provision for extension of 6 months more.

10.) The institution of Lokpal is entrusted with penal powers to discourage frivolous complaints.

8.3 LOK AYUKTA

It deals with the complaints related to other higher officials apart from ministers and secretaries at the Central and State level. In Maharashtra, the institution of Lokayukta was set up in 1971. There are 11 states in which Lokayukta is established. They are namely Orissa (1970), Maharashtra (1971), Rajasthan (1973), Bihar (1974), Uttar Pradesh (1975), Madhya Pradesh (1981), Andhra Pradesh (1983), Himachal Pradesh (1983), Karnataka (1985), Gujarat (1986) and Punjab (1995).

The various aspects of Lokayukta are as follows:

A) Structural Variations: The structure of Lokayukta is not similar in all states. Some states like Rajasthan, Karnataka, Andhra Pradesh, and Maharashtra have established the Lokayukta as well as Up Lokayukta. While some other states like Bihar, Uttar Pradesh, and Himachal Pradesh have created only Lokayukta and not Up-Lokayukta. This variation in the pattern was not suggested by ARC in the states.

B) Appointment: Both the Lokayukta and Up-Lokayukta are appointed by the Government of the State. While appointing the Governor in most of the States, the institutional system of Lokayukta consultswith (a) the Chief Justice of the State High Court (b) the Leader of the opposition in the state legislative assembly.

C) Qualifications: Judicial qualifications have been initiated and prescribed for Lokayukta in the states of Uttar Pradesh, Himachal Pradesh, Andhra Pradesh, Gujarat, Orissa, Karnataka, and Assam. But there is no specific provision with regards to qualifications as prescribed in the states of Bihar, Maharashtra, and Rajasthan.

D) Tenure: In most of the states, the decided tenure is 5 years for Lokayukta or 65 years of age whichever is earlier and he is not eligible for reappointment for a second term.

E) Jurisdiction: There is as such no uniformity regarding the jurisdiction of Lokayukta in all the States. The following points can be noted: -

1.) The Chief Minister isconsidered as a part of the jurisdiction of Lokayukta in the states of Himachal Pradesh, Andhra Pradesh, Madhya Pradesh, and Gujarat but he is not included in states of Maharashtra, Uttar Pradesh, Rajasthan, Bihar, and Orissa.

2.) Ministers and higher civil administrators are included in the purview of Lokayukta in almost all states. Talking of Maharashtra, it included former ministers and civil ministers in the Lokayukta.

3.) Members of states legislature are included in the states of Andhra Pradesh, Himachal Pradesh, Gujarat, Uttar Pradesh, and Assam

4.) The officials and authorities of the local bodies, corporations, companies, and societies are included in the purview of the institutional device of Lokayukta in most of the states.

5.) Investigations: In most of the states the institution of Lokayukta investigates based on a complaint lodged by the citizen against unfair administrative action or Suomoto.

6.) Scope of Cases covered: The Lokayukta specifically tackles cases of citizen's grievances as well as allegations in therespective states namely Maharashtra, Uttar Pradesh, Assam, Bihar, and Karnataka.

F) Other Features:

1) The Lokayukta presents annually to the governor a consolidated report on his performance. The Governor then displays the report along with an explanatory note before the State Legislature and the Lokayukta is responsible to State Legislature.

2) He takes assistance from the state investigating agencies for conducting inquiries.

3) He can order relevant resources like files and documents from the State government departments.

4) The recommendation made by Lokayukta is only advisory and not binding on the State Government.

Thus, it can be said that India still has a long way to go as far as containing corruption is concerned. Two main reforms that need to be made on an urgent basis are (a) the Establishment of a strong Lokpal at the Centre and (b) Uniformity in the powers and functions of Lokayuktas in the States.

8.4 UNIT END QUESTIONS

1.) Write a short note on the Ombudsman System to contain corruption in Indian Administration.

2.) Write a detailed note on the institution of Lokpal to control corruption at the Central level of governance.

3.) What are the features of Lokayukta?

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