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Module No-1

Introduction to Public Administration

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Introduction :

Public Administration is a newly emerged discipline compare to other Social Science's discipline. Public Administration has gained immense importance since the emergence of Administrative state. In Ancient Greek, Roman and Indian political system gave more importance to the concept of Administration. Kautilys's "Arthasathra" contributed large scale in the administrative system; it deals every aspect of the state and its relation to subjects. In simple sense Public Administration is state mechanism. In every Political System administration have significant role.

Meaning of Public Administration :

The word Administration has been derived from the Latin words 'ad' and 'ministrare' which means to serve. In simple language it means the 'management of affairs' or 'looking after the people'. In general sense Administration can be defined as the activities of groups co-operating to accomplish common goals. It is a process of management which is practiced by all kinds of organisations from the household to the most complex system of the government. According to *L. D. White*, Administration was a *'process common to all group effort, public or private, civil or military, large scale or small scale'*.

Public administration is "centrally concerned with the organization of government policies and programmes as well as the behavior of officials (usually non-elected) formally responsible for their conduct. Generally Public Administration has been used in two senses. In the wider sense it includes all the activities of the government whether falling in the sphere of legislature, executive or judicial branch of the government, in the narrow sense Public Administration is concerned with the activities of the executive branch only.

Definitions of Public administration :

L. D. White observes, "Public Administration consist of all those operations having for their purpose the fulfilment or enforcement of public policy".

Pliffner defines It would seem that "Public Administration consists of getting the work of government done by co-ordinating the efforts of the people so that they can work together to accomplish their set tasks".

Prof: Woodrow Wilson defined Public Administration as detailed and systematic execution of public law; every particular application of general law is an act of administration.

Nature of Public Administration:
There are two divergent views regarding the nature of the Public administration. These views are following·

Integral View- According to this view, Public administration is a sum total of all the activities undertaken in pursuit of and in fulfillment of public policy. These activities include not only managerial and technical but also manual and clerical. Thus the activities of all persons from top to bottom constitute administration although they are of varying significance to the running of administrative machinery. *Prof: L D White* adopts this view of Public administration. According to him, Public Administration 'consists of all those operations having for their purpose the fulfilment or enforcement of public policy'. This definition covers a multitude of particular operations, many in fields. Another scholar *Marshal E Dimock* also shares the same view. He holds that administration is concerned with the 'what' and 'how' of government. The 'what' is the subject matter, the technical knowledge of a field which enables the administrator to perform his tasks. The 'how' is the technique of management, the principles according to which cooperative programmes are carried to success.

Managerial view- According to this view, the works of only those persons who are engaged in the performance of managerial functions in an organisation constitute administration. In this managerial view the administration has the functions of planning, programming and organise all the activities in an organisation so as to achieve the desired ends. *Luther Gullick* and *Herbert Simon* subscribe this view. *Gullick* says 'Administration has to do with getting things done; with the accomplishment of defined objectives'.

These two views are deals the nature of public administration. In simply the nature of Public Administration deals the execution.

Characteristics of Public Administration :

It is part of executive branch of government.
It is related with the activities of the state.

It carries out the public policies.
It realise the aspirations of the people as formulated and expressed in the laws.

Waldo and other thinkers insist on the commitment and dedication to the well being of the people. Otherwise Public Administration behaves in a mechanical, impersonal and inhuman way.

Public Administration is politically neutral.

Significance / Importance of Public Administration :

In today's modern state and in developing countries functions and role of Public Administration is very important. The role and importance of Public Administration are as follows.

It is the basis of Government - It is possible for a state to exist without a legislature or judiciary; but not even the most backward state can do without administrative machinery. The modern state cannot confine its field of activities to merely maintenance of law and order, dispensation of Justice, collection of revenue and taxes and participation in welfare activities. The modern welfare state is expected to provide more and more services and amenities to the people. Public Administration is the machinery used by the state to place itself in a position to make plans and programmes that can be carried out.

It is the instrument of change in the society - Public Administration is regarded as an instrument of change and is expected to accelerate the process of development. In our country, the government has undertaken the task of leveling down the economic inequalities, spreading education among all abolishing untouchability securing equality of status, rights of women and effective and all round economic and industrial development. The burden of carrying out these social changes in a planned and orderly way rests upon the Public Administration of the country. The success of Indian democracy will depend not only on the wisdom of the legislature but more on the capability and sense of purpose on the part of the Administration.

It plays vital role in the life of the people - Today every aspect of human life come within the range of Public Administration. Various departments of government such as education, social welfare, food, agriculture, health, sanitation, transport, communication etc. are run by the department of Public Administration. Thus Public Administration is rendering various types of services to the people from birth to death of an individual.

It is a stabilizing force in the society as it provides continuity - Public Administration is carried on by the civil servants who are the permanent executives. Political executives i.e. ministers may come and go, systems of government or constitutions may under go change but administration goes on for ever. Hence, Public Administration is a great stabilising force in society. It is a preserver of the society and its culture.

It is instrument of national integration in the developing countries which are facing class wars.

Conclusion - The success of government is dependent on the ability of public administration. The future of civilized government rests upon the ability, to develop a service and philosophy and a practice of administration competent to discharge the Public functions of civilized society.

Evolution of Public Administration as a discipline

Synopsis :

Introduction

Period I (1887 – 1926) Public Administration Dichotomy

Period II (1927 - 1937) Principles of Administration

Period III (1938 – 1947) Era of challenge

Period IV (1947-1970) Public Administration As Management

Period V (1971) Continuing

Development of Public Administration

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Introduction :
The growth of public administration has many facets. As a discipline the term Public Administration has emerged in the late 19th and beginning of 20th century. American President *Woodrow Wilson* contributed very much to the subject of Public Administration, he also known as the father of Public Administration. As a discipline Public Administration is not very old it is emerged during the 19th century last. During these years Public Administration has passed through several phases of development. We can broadly divide the growth of Public Administration into the following five stages.

Period I (1887 – 1926) Public Administration Dichotomy:
The discipline of Public Administration was born in the USA. The credit for initiating as an academic study of Public Administration goes to Woodrow Wilson. He is regarded as the father of the discipline of Public Administration. In his article entitled "The Study of Administration", published in 1887, he emphasized the need for studying Public Administration as a discipline apart from politics. This is known as Principle of politic administration dichotomy, i.e., a separation of Politics and Administration. Wilson argued that, "Administration lies outside the proper sphere of politics. According to *Frank J.Goodnow*, politics "has to do with the expression of the state will" while administration "has to do with the execution of these policies." In short, *Goodnow* posited the politics-administration dichotomy and he developed the Wilsonian theme further and greater courage and conviction.

Period II (1927 - 1937) Principles of Administration:

The central belief of this period was that there are certain 'principles' of administration and which is the task of the scholars to discover and applied to increase the efficiency and economy of Public Administration. Scientific management handled the business of administration becomes a slogan. Administrative practitioners and business school join hands to mechanistic aspect of management. They claim that Public Administration is a science. The great depression in the America contributed a lot to the development. These periods were the golden years of 'principles' in the history of Public Administration. This was also a period when Public Administration commanded a high degree or respectability and its product were in great demand both in government and business.

Period III (1938 – 1947) Era of challenge:
The main theme during this period was the advocacy of 'Human Relationship Behavioural Approach' to the study of Public Administration. The idea of administrative dichotomy was rejected. It was argued that Administration cannot be separated from politics because its political nature and role, Administration is not only concern with policy decision but it deals with the policy formulation. Similarly, the principle of Administration was challenge

Period IV (1947-1970) Public Administration As Management:
The mid-1940s theorists challenged *Wilson* and *Gulick*. The politics-administration dichotomy remained the center of criticism. In the 1960s and 1970s, government itself came under fire as ineffective, inefficient, and largely a wasted effort. There was a call by citizens for efficient administration to replace ineffective, wasteful bureaucracy. Public administration would have to distance itself from politics to answer this call and remain effective. Concurrently, after World War II, the whole concept of public administration expanded to include policy-making and analysis, thus the study of 'administrative policy making and analyses was introduced and enhanced into the government decision-making bodies. Later on, the human factor became a predominant concern and emphasis in the study of Public Administration. This period witnessed the development and inclusion of other social sciences knowledge, predominantly, psychology, anthropology, and sociology, into the study of public administration. *Fritz Morstein Marx* with his book 'The Elements of Public Administration' (1946), *Paul H. Appleby* 'Policy and Administration' (1952), *Frank Marini* 'Towards a New Public Administration' (1971), and others that have contributed positively in these endeavors.

Period V (1971) Continuing:
After the 1970s the evolution of Public Administration has gained new ways. The emergence of Development Administration, Comparative Public administration and New Public Administration etc were contributed to the evolution of Public Administration. The emergence of globalization further contributed to this growth.

Development of Public Administration:
The term Development administration first coined by *U L Goswami* in 1955, however the term popularised by *F. W. Riggs*, *Joseph La Palambara* etc. The emergence of welfare state and the end of colonial era are the two significant factors contributed to the

concept. The third world countries were moved to underdevelopment to development, these countries face many problems in this time. Development administration is focused to their administrative problems.

Development administration is process of guiding an organization toward the achievement of progressive political, economic and social objectives that are authoritatively determined one manner the other. Development administration is concerned with following matters-

The formulation and implementation of plans, policies, programmes and projects for national development.

D A focused to the national development; it is 'action oriented' and 'goal oriented' administrative system.

Socio-economic change

Time Frame work

Client Orientation

Goal Orientation and innovation

Scope of Public Administration – POSDCORB (Planning, Organising, Staffing, Directing, Coordinating, Reporting and Budgeting) views versus People's expectations from the government.

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Introduction :

Broadly speaking, Public Administration embraces all the activities of the government. Hence as an activity the scope of public administration is no less than the scope of state activity. In the modern welfare state people expect many things – a wide variety of services and protection from the government. In this context public administration provides a number of welfare and social security services to the people. Besides, it has to manage government owned industries and regulate private industries. Public administration covers every area and activity within the ambit public policy. Thus, the scope of public administration is very wide in modern state.

Scope of Public Administration :

In the modern time Public administration have a pivotal role. There are many discussions about the scope of Public Administration, some scholars are argued that in the Neo-liberal time the scope of Public administration is very less and Private administration have growing importance. Some argues that the neo-liberal time the term Public administration has significant one because the neo liberal state has faced many problems like environmental and technological issues. The scope of Public administration deals in many ways Public Administration and People. Public Administration is an organisational effort it needed a close relation to people. In every Administrative system they have good relation between people and administrative agencies. It influenced the day to day life of the common people.

Public Administration and Democracy o In a Democratic political system scope of public administration is related in many ways. It have close link to people and at the same time they are the watch -dog of the political system. The Modern democratic state gave more important to the welfarism, In a welfare democracy the effective administration is essential.

The POSDCoRB view :

Several writers have defined the scope of public administration in varying terms. Gullick sums up the scope of the subject by the letters of the word POSDCoRB which denote: Planning, Organisation, Staffing, Directing, Coordinating reporting and Budgeting.

These seven types of functions which shows the scope of Public Adminstration are as follows -

'P' stands for planning

'O' stands for organization

'S' stands for staffing.

'D' stands for Directing.

'Co.' stands for Co-ordination.

'R' stands for Reporting

'B' stands for Budgeting

'P' stands for Planning -
Planning is the first step of Public Administration. i.e. working out the broad outline of the things that need to be done.

'O' stands for organization -
It means establishment of the formal structure of authority through which the work is sub-divided, arranged and co-ordinated for the defined objective.

'S' stands for staffing -
It means the recruitment and training of the staff and maintenance of favourable conditions of work for the staff.

'D' stands for Directing -
It means the continuous task of making decisions and embodying them in specific and general orders and instructions, and thus guiding the enterprise.

'Co' stands for Co-ordination -
It means interrelating the various parts of organization such as branches, divisions, sections of the work and elimination of overlapping.

'R' stands for Reporting -
It means informing the authority to whom the executive is responsible as to what is going on.

'B' stands for Budgeting -
It means accounting, fiscal planning and control.

According to *Gullick* the POSDCoRB activities are common to all organisations. They are the common problems of management which are found in different agencies regardless of the nature of the work they do. POSDCoRB gives unity, certainty, and definiteness and makes the study more systematic.

The Subject Matter View :
We all know that public administration deals not only with the processes but also with the substantive matters of administration, such as Defence, Law and Order, Education, Public Health, Agriculture, Public Works, Social Security, Justice, Welfare, etc. These services require not only POSDCoRB techniques but also have important specialised techniques of their own which are not covered by POSDCoRB techniques. For example, if you take Police Administration it has its own techniques in crime detection, maintenance of Law and Order, etc., which are much and more vital to efficient police work, than the formal principles of organization, personnel management, coordination or finance and it is the same with other services too. Therefore, the study of public administration should deal with both the processes (that is POSDCoRB techniques and the substantive concerns). We conclude the scope of public administration with the statement of *Lewis Meriam*: "Public administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCoRB; the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool".

We may conclude the discussion with the observation of Herbert Simon who says that Public administration has two important aspects, namely deciding and doing things. The first provides the basis for the second. One cannot conceive of any discipline without thinking or deciding. Thus Public administration is a broad-ranging and an amorphous combination of theory and practice.

Relation of Public Administration with Political Science and Law:

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Introduction :

From the time of Plato and Aristotle of ancient Greece to the 18th Century, Social Sciences have been regarded as a single subject of study. With analysis of different, aspects of it, it has split into different disciplines. Their development was hastened by the Industrial Revolution which gave rise to issues requiring investigation by specialists. The broad division of Social Science into Economics, Hisotry, Political Science, Public Administration, Sociology, etc. has proved inadequate to the understanding or the solving of several problems posed by social phenomena. This has led to specialization in different areas of a subject. As a result it has

become increasingly difficult to realize an integrated perspective of social events. Indeed, the writings in Social Sciences in the 20th century testify to the phenomenal expansion of specialization. However, too much specialization may lead to unrealistic results ignoring social phenomenon in its totality. It is like missing the wood for the trees. This is so because, no social event is unidimensional nor does it occur in isolation. It is linked with, economic, political, administrative and social systems of a country. In order to understand the role of administrative system of Public Administration in a social setting, it is necessary to know the relationship between Public Administration and other Social Sciences.

Relation of Public Administration with Political Science :

In the initial days, both Politics and Administration were under the stream of Political Science but with increasing functionalities and with the growing importance it was established as a different discipline.

According to Social Scientist Political Science is concerned with the study of authoritative allocations of values. It focuses on the relationship between the State and Individual. It provides answers to questions concerning the origin and nature of the State and also considers the institutions through which the members of society exercise power. For a long time Public Administration has been regarded as a part of Political Science.

About 100 years ago Woodrow Wilson called for the separation of Public

Administration from Political Science on the ground that 'the field of administration is the field of business'. Following Woodrow Wilson, Frank Goodnow, yet another protagonist of the separation of Public Administration from Political Science has observed that since a large pan of administration is not directly connected with politics it needs to be removed from the control of political parties. Writers from the US were largely influenced by the above mentioned argument and emphasised the need for overcoming the ill-effects of the 'spoils system' according to which the party com power replaces the officials appointed by its predecessor with those chosen by it to run administration. However, the hundred years old history of Public Administration brings out the severe limitations to which the growth of Public Administration as an independent discipline is subjected. It is therefore, not surprising that the contemporary theoreticians of Public Administration have advocated its reunification with its parent discipline, i.e. Political Science.

We know that the political system of every country is related to its administrative system. Indeed, it is the country's political system which creates its administrative system. Conventionally speaking, Political Science deals with policy making and the implementation of policies is left to the administrators. Thus the administration is charged with the responsibility of translating the political will of a country into practical forms of action. However, this is easier said than done. Again, it would be noted that the administration plays a significant role in the formulation of policies also. It follows that the political system and administration influence each other to such an extent that it will be sometimes difficult to demarcate between the roles played by them respectively in the

given case. In a parliamentary government like India, while the minister, as a political leader and member of Cabinet participates in policy making, but as the top boss of the Ministry/Department, is also involved in administrative decision making. Similarly though the civil servants are supposed to administer/implement the policy-decisions, the senior administrators are also involved in policy-formulations by way of providing data/information/advice to the Minister. As has been pointed out by some writers, the character and form of administration of a country are influenced by its political system. If this view is accepted, it may be asked whether one can understand the administrative system without understanding the political system. For instance, in a democratic system of governance the bureaucracy (or the administrative system) is expected to obey its political master. In such a case the concept of bureaucratic neutrality put forward by Weber does not hold good.

Administration is regarded as a powerful agent of change in most of the developing countries. But, the nature of the State itself in such countries is the root cause of poverty, inequality and injustice. In such cases we have to examine the prevalent, political system before we analyse the role of Public Administration in the country concerned. Thus the separation of Public Administration from Political Science, according to some critical observers; denies us the requisite 'political approach' to Public Administration. For instance, the study of the Indian Political system, the historical evolution of Indian Administrative System, the debates in the Constituent Assembly and the basic constitutional law which are all 'subjects of Political Science would alone provide an insight into the process and the working of the Public Administration in the country. In fact, there are certain areas of study common to Political Science and Public Administration such as. Public Policy, Comparative Constitutions, and Local Government. Again, Government is regarded as a continuous integrated process comprising different functions- legislative Executive, Administrative. Considered in this light, the scope of Public Administration is not a routine process but a dynamic process involving considerable discretion. Studies in administration, therefore, focus not only on policy formulation but also on political parties, pressure groups, public opinion. etc. The methods and techniques of Political Science are borrowed extensively by researchers in Public Administration also, which includes public policy, public welfare and public interest. The relationship between politics and administration is so close that they may be regarded as the two sides of a coin.

Relation of Public Administration with Law :
According to *Malinowski*, Law is 'sanctioned norm'. According *Goodhart*, Law is any rule recognized as being obligatory by the bulk of the community. In other words, violation of norms is usually followed by counteraction. A legal norm is marked by probability that it will be enforced by specialised staff. The authority to enforce rules is vested in administration. This explains the relationship between Law and Public Administration.

Public Administration has to function within the framework of the law of the country. In other words, law sets the limits of administrative action, though it allows considerable discretion to the administration. A subject common to these two disciplines is Administrative Law.

Legislature enacts laws (acts) which the administration has to implement. The role of administration is not restricted to implementation only; it has a role to play in law-making also. Civil servants have a say in the formulation, presentation and enactment of laws.

In fact, Public Administration has been described by a writer as a machinery concerned with the 'systematic and detailed execution of law'. The relationship between administration and law appears to be so close that in some countries Public Administration is studied as part of some courses in law. Some subjects like Delegated Legislation, structure and functioning of Administrative Tribunals are studied by both the students of Law and those of Public Administration.

The Indian form of Ombudsman (i.e., Lok Pal and Lok Ayukta) are studied by students of Public Administration as institutions for the redressal of public grievances. The study of such institutions show the increasing importance of the relationship between Law and Public Administration.

Module 02   Introduction to Public Policy

Meaning and Objectives of Public Policy

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Introduction :

Public policies are as old as governments. Whatever be the form, oligarchy, monarchy, aristocracy, tyranny, democracy etc., - whenever and wherever governments have existed, public policies have been formulated and implemented. To cope with the varied. problems and demands of the people the government has to make many policies, these policies are called public policies. This Unit tries to explain the meaning and types of public policy. It will highlight the different components of a policy and distinguish between policy, decision and goal. An attempt will be made to bring out the relationship between politics and policy, and importance and characteristics of public policy will also be discussed.

Meaning of Public Policy :

There are various studies about public policy and many scholars have attempted to define public policy from different angles. Before explaining the meaning of public policy, let us first go through some of its definitions. **_Robert EyeStone_** _state_ term public policy as

"the relationship of government unit to its environment. **Thomas R. Dye** says that "public policy is whatever government chooses to do or not to do" **Richard Rose** says that "public policy is not a decision, it is a course or pattern of activity. In **Carl J. Friedrich's** opinion public policy is a proposed course of action of a person, group or government within a given environment providing opportunities and obstacles which the policy was proposed to utilize and overcome in an effort to reach a goal of realise an objective or purpose.

From these definitions, it is clear that public policies are governmental decisions, and are actually the result of activities which the government undertakes in pursuance of certain goals and objectives. It can also be said that public policy formulation and implementation involves a well planned pattern or course of activity. It requires thoroughly close knit relation and interaction between the important governmental agencies viz., the political executive, legislature, bureaucracy and judiciary.

Nature of Public Policy :

Public Policies are goal oriented. Public policies are formulated and implemented inorder to attain the objectives which the government has in view for the ultimate benefit of the masses in general. These policies clearly spell out the programmes of government.

Public policy is the outcome of the government's collective actions. It means that it isa pattern or course of activity of the governmental officials and actors in a collective sense than being termed as their discrete and segregated decisions.

Public policy is what the government actually decides or chooses to do. It is therelationship of the government units to the specific field of political environment in a given administrative system. It can take a variety of forms like law, ordinances, court decisions, executive orders, decisions etc.

Public policy is positive in the sense that it depicts the concern of the government 'andinvolves its action to a particular problem on which the policy is made. It has the sanction of law and authority behind it. Negatively, it involves a decisions by the governmental officials regarding not taking any action on a particular issue.

Types of Public Policy :
Having explained the features of public policy making, we will now explain : the dissimilar types of public policy. There are several types of public policy like substantive, regulatory, distributive, redistributive etc.

Substantive
These policies are concerned with the general welfare and development of the society, the programmes like provision of education and employment opportunities, economic stabilization, law and order enforcement, anti-pollution legislation etc. are the result of substantive policy formulation. These policies have vast areas of operation affecting the general welfare and development of the society as a whole. These do not relate to any

scrupulous or privileged segments of the society. Such policies have to be formulated keeping in view the prime character of the constitution socio-economic troubles and the stage of moral claims of the society.

Regulatory

Regulatory policies are concerned with regulation of trade, business, safety events, public utilities, etc. This type of regulation is done through independent organizations that work oh behalf of the government. In India, we have Life Insurance Corporation, Reserve Bank of India, Hindustan Steel, State Electricity Boards, State Transport Corporations, State Financial Corporations, etc., which are occupied in regulatory activities. The policies made through the government, pertaining to these services and organizations rendering these services are recognized as regulatory policies.

Distributive

Distributive policies are meant for specific segments of society. It can be in the area of grant of goods, public welfare or health services, etc. These mainly contain all public assistance and welfare programmes. Some more examples of distributive policies are adult education programme, food relief, social insurance, vaccination camps etc.

Redistributive

Redistributive policies are concerned with the rearrangement of policies which are concerned with bringing in relation to the basic social and economic changes. Certain public goods and welfare services are disproportionately divided in the middle of certain segments of the society, these goods and services are streamlined through redistributive policies.

Capitalization

Under the capitalization policies financial subsidies are given through the Union government to the state and local governments, such subsidies are also granted to the central and state business undertakings or some other significant sphere if necessary. Capitalization policies are dissimilar in nature than the substantive, regulatory, distributive, and redistributive policies as no provision for public welfare services is made through these.

Features / Characteristics Of Public Policy :

The meaning and nature of public policy will become clearer through throwing light on

dissimilar features of public policy. Some of the major features of public policy making

are:

Public Policy Making is a Very Intricate Process: Policy making involves several components, which are interconnected through communication and feedback loops and which interact in dissimilar methods. Some parts of the process are explicit and directly observable,

but several others proceed through hidden channels that the officials themselves are often only partly aware of. These hidden procedures are very hard, and often impossible to observe. Therefore, guidelines are often shaped through a series of single decisions that result in a "policy" without any one of the decision makers being awareof that process.

It is a Dynamic Process: Policy making is a process that is a continuing activity taking place within a structure; for sustenance, it requires a continuing input of possessions and motivation. It is a dynamic process, which changes with time, the sequences of its sub-processes and stages vary internally and with respect to each other.

Policy Making Comprises Several Components: The complexity of public policy making as we know is a significant feature of policy making. Public policy formulation often involves a great diversity of substructures. The identity of these substructures and the degree of their involvement in policy making, vary because of dissimilar issues, circumstances and societal values.

Policy Structure creates Dissimilar Contributions: This feature suggests that every substructure creates a dissimilar, and sometimes unique, contribution to public policy. What sort of contribution substructures create, depends in part on their formal and informal features which vary from society to society.

Decision-Making: Policy making is a species of decision-making because it lets us use decision-making models for dealing with policy making.

Lays down Major Guidelines: Public policy, in most cases, lays down general directives, rather than detailed instructions, on the main lines of action to be followed. After main lines of action have been decided on, detailed sub-policies that translate the general theory into more concrete conditions are usually needed to execute it.

Results in Action: Decision-making can result in action, in changes in the decision-making itself, or both or neither. The policies of most socially important decision-making, such as most public policy making are planned to result in action. Also policies directed at the policy making tools itself such as efficiency drives in government are action oriented.

Directed at the Future: Policy making is directed at the future. This is one of its most significant features since it introduces the ever-present elements of uncertainty and doubtful prediction that establish the basic tone of almost all policy making.

Actual policy making tends to formulate policies in vague and elastic conditions; because the future is so uncertain. It permits policy makers to adjust their policy according to emerging facts and enables them to guard against unforeseen circumstances.

Mainly Formulated through Governmental Organs: Public policy is also directed, in part, at private persons and non-governmental structures, as when it calls for a law prohibiting a certain type of behavior or appeals to citizens to engage in private saving. But public policy,

in most cases, is primarily directed at governmental organs, and only intermediately and secondarily at other factors.

Aims at Achieving what is in the Public Interest: Though hard it might be to discover out what the ',„public interest" may correctly refer to, the term never the less conveys the thought of a "general" orientation and seems so to be significant and important. Furthermore, there is good evidence that the image of "public interest" powers the public policy making process and is so at least, as conceived through the several public policy making units, a "real" phenomenon, and a significant operational tool for the study of policy making.

Use of Best Possible Means: In abstract terminology, public policy making aims at achieving the maximum net benefit. Benefits and costs take in part the form of realized values and impaired values, respectively, and cannot in most cases be expressed in commensurable units. Often, quantitative techniques can so not be used in this area of public policy making but neither the qualitative significance of maximum net benefits as an aim nor the necessity to think broadly in relation to the alternative public policies in conditions of benefits and costs is so reduced.

Involvement of Several Bodies/Agencies: Industrial workers, voters, intellectuals, legislators, bureaucrats, political parties, political executives, judiciary etc. are the several organs that participate in public policy making and can power the policy process to a great extent.

The Importance of Public Policy :

It is clear from the above sections of the Unit that policy is a purposive course of action in dealing with a problem or a matter of concern within a specific time frame. Before going into the question of importance which is attached to policy formulation, implementation and monitoring, it would be better to recapitulate the components of public policy.

☐ Policy is purposive and deliberately formulated. Policy necessity has a purpose or a goal. It does not emerge at random or through chance. Once a goal is decided the policy is devised in such a method that it determines the course of action needed to achieve that goal.

☐ A policy is well thought out and is not a series of discrete decisions.

☐ A policy is what is actually done and not what is planned or desired, a statement of goals does not constitute a policy.

☐ Policy also delineates a time frame in which its goals have to be achieved.

☐ Policy follows a defined course of action viz. formulation, implementation, monitoring, and evaluation.

Actually the scope of public policy is determined through the type of role that the State adopts for itself in a society. In the classical capitalist society, State was assigned a limited role and it was expected that the State would merely act as a regulator of social and economic activity and not its promoter. With the advent of planned view of development, State began to be perceived as an active agent in promoting and shaping societies in its several activities. This was measured as a great change in the role of a State. Public policies expanded their scope from merely one of regulation to that of development. Expansion in scope led to many other consequences like several more government agencies and institutions came into being in order to formulate and implement policies. In India, the Planning Commission and its attendant agencies came into being in order to formulate policies and develop perspectives that could describe the direction which the country would follow.

Difference between Policy and Rules

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Introduction :

Difference between rules and policies must be a point to focus on for every employee. We say this because for smooth and effective operations in any organization, rules and policies hold great significance. While policies are broad guidelines that reflect the aims and objectives of the organization, rules are meant more for day to day operations to proceed smoothly without any glitches. There are many similarities between these two concepts arising mainly due to overlapping of the same end purpose.

What are Policies :
Policies of an organization, company, individual, or even a government are meant to guide behavior and activities in a particular direction to help achieve goals and aims. Policies are usually made by top management and provide a broad framework within which an organization and the workforce perform all activities. You must have heard the term foreign policy too often in newspapers. It defines the broad framework that provides guidelines for a country to have relations with other governments and countries. Governments come and go but this basic foreign policy more or less remains the same and there is no drastic change introduced by an incoming government. Policies help the management to take decisions accordingly to keep the organization on the path chosen by the founders of the company.
Let us take the example of a school. Every school has a set of policies pertaining to education, admission, and conducting classes. These are broad guidelines that become a distinctive feature of the school and set it apart from other schools. The school may have a policy that says a child of a staff member cannot be in a class that belongs to the said staff member. This is a procedure taken to make sure fair attention is given to every student.

Another example for a policy is anti-discrimination policy. This is followed by many companies to ensure there is equal opportunity for all employees regardless of their sex, race, religion, etc. To enforce that policy rules are used.

What are Rules :
Rules are meant to guide the behavior and attitude of the employees to help them behave according to situations arising in day to day operations. These rules make sure that there is no inconvenience to any employee and they can work with their full efficiency. For example, if employees are asked not to smoke in the premises of a factory or keep their mobiles switched off during a meeting, these are considered rules. These are followed as rules so that there is no commotion during work and everything goes off in a smooth manner. Traffic lights at any intersection are rules to be obeyed by commuters and vehicles to allow smooth operation of traffic.

Also, if you consider a school, as mentioned before, it has certain policies. It is on the basis of these policies that rules are made that are to be followed by teachers, staff, and students of the school in day to day situations. For example, fighting with another student is not allowed. If a student does that he or she is punished.

Difference between Rules and Policies

☐ Policies are the aims and objectives of an organization that provide a framework for the management to take decisions accordingly.
☐ Rules basically get derived from these policies, but are dependent upon situation and often get changed.
☐ Rules are there to allow smooth functioning in day to day operations.
☐ Whereas policies answer the questions what and why, rules are designed to provide answers to how, when, and where.
☐ Policies are considered as statement of intent and reflect on the aims and objectives of any organization while rules are meant to guide the behavior and attitude of the members of the organization to help them behave according to situations arising in day to day operations.
☐ Policies highlight an organization's aim to do something. For example, antidiscrimination policy. To enforce these policies, rules are used. For example, an employee, who harasses another employee, can be fired.

Rules and **Policies** are sometimes so packed together that it becomes impossible to segregate one from the other. And it varies from one perspective to the other that whether rules are based on policies or policies are based on rules. Therefore, it will be good if we first confine our discussion to an understandable perspective so that we can understand the difference.

In context of business entities, rules usually mean the rules applied by government or some other body responsible for regulating business entities.

Rules are clear instructions that **must** be followed by the entities. And in case if rules are not followed then entity will have to face some legal action in the form of penalties, suspension etc. So basically rules are given the ability to have the protection of their own.

Policies relates to how the rules are going to be implemented. Entities design their policies on the basis of rules applied by regulatory authorities AND their business objectives. Policies basically give a direction to the entity that is <u>in line</u> with both applicable laws and aims that business wants to achieve.

But here is another thing. Based on these policies, management may design *internal rules* for imposition of such policies.

Impact of Executive decisions and Public Policy on Traditional Practices and Law

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Introduction :

Any policy is formulated to attain some goals and objectives. The outputs of a policy creation process are the results which come through in the form of one policy or the other. Efforts to augment the stage of literacy, health for all, better roads, effective delivery system, etc. are the outputs of some of the policies. The outcome of these outputs in the form of policies is the impact of the policies. How the outputs have been able to usher in changes in a given existing system? What has been the cost involved in the same? How several in the middle of the dissimilar sections of the society could get the benefit? Have the basic objectives of the policy been fulfilled through its execution? etc., are some of the issues which tell us in relation to the impact of the policy. Unless and until the impact and policy is recognized, it would be hard for the policy makers to be clear in relation to the benefits being accorded to the society through the policy. Furthermore, only through the impact of the policy, it could be ascertained whether the policy is being implemented properly or not and what drawbacks or loopholes are there which need to be reconsidered or taken extra care of or required changes to be brought in the policy statement or implementation. The importance of policy impact is enormous and qualitative. It is a means to adopt future policies in the light of the outcome of the past policies. It is an admitted fact that there is always scope for improvements in the system and its policies because we are in a dynamic state and are not static. The policy outcome could only bring to fore the utility or no utility of the policy output. The responsibility of the government does not come to an end merely through formulating and implementing the policy. It is all the more obligatory on the government to create sure the policy outputs have positive policy outcome. Besides, whatever has been achieved through a policy could be made the starting point for further additions to the policy. What has been achieved could be ascertained through the impact of the policy. It is a fact that there is no concrete list of methods or comprehensive methodology to be adhered to for ascertaining the impact of the policy, yet depending upon the environment, system and policy, dissimilar methods could be made use to know the impact.

Policy making is not one person's or one political group's job, the actual formulation of policies is shared through political leaders of dissimilar political parties, pressure and interest groups, policy making units and the people as a whole. The U.N. publication on Development Administration (1975) says, "In view of the magnitude and complexity of several policy questions today, a king or party alone cannot create public policies and must, so, establish some central units to assist in policy making. Likewise, the citizenry, who usually exercise their power to legitimize policy through persons elected through them, directly or indirectly, normally require some central units to initiate, look at, and formulate policy proposals. Sometimes such units may even take policy decisions explicitly or implicitly in the name of those with the power to provide policies legal authority. Such central units for policy making are mostly located in the executive branch of the government".

Impact of Political Executive in Policy Making :

There is a political as well as a permanent executive which play a significant role in policy making. The political executive is responsible to the legislature and so remnants in the seat of power till it enjoys the confidence of the Parliament. At the union stage, dissimilar ministries are responsible for policy making. Besides, the supra-ministry institutions play their role. These contain: the council of ministers, the Prime Minister, the Cabinet, the Cabinet Secretariat, and Prime Minister s office. The dynamics of the" Parliamentary democracy lead to policies getting customized as a result of debate in Parliament or in consultative committees of members of the Parliament. The political executive depending upon the spirit of the policy, the ideology of the party in power, need of the day, pressures from groups, etc., identify the issues to be presented before the legislature for formulating policies on the same. The political executive is supported through the permanent executive in furnishing necessary information concerning the issues to be put on agenda for policy making. Even with regard to the issues which are presented before the legislature for making policies on the same through the members of the opposition, the permanent executive give details to the political executive to support or not to support the same in the legislature. It may be made clear that the issues submitted before the legislature, through the opposition members cannot be turned into policies, unless the party in power supports it, because, the party in power has the majority in the legislature which is a necessity for making policies.

The executive has a role in policy making from another count as well, A great deal of legislation takes place outside the legislature in government departments, bearing varied nomenclature; rules, regulations, bye laws, schemes, orders, notifications, etc. This is recognized as delegated legislation. The term delegated legislation is used in two senses. In one sense it means, the power of making rules having been delegated through the legislature to the executive, in other it means the output of that power that is, the rules, regulations, orders, etc. In whatsoever sense one may use the term, it is a fact that the work of delegated legislation has increased considerably in India. Because of proliferation of the government in innumerable spheres, the work of legislature has increased thoroughly. In order to cope with it, the legislature delegates some of the legislative work to the executive.

Functions of Political Executive in Policy Making :

In a parliamentary democracy like India, the leadership of the government is in the hands of the Prime Minister, who is the real executive, the nominal executive being the President. Through the party system and the authority of patronage which the Prime Minister enjoys, the Prime Minister has usurped the authority of the Parliament. The ever rising authority or power of the Prime Minister has changed the Cabinet government into „Prime Ministerial government'. Before we look at the role of the executive, let us first understand the meaning of the term „Executive . J.W. Garner" observes, "In a broad and communal sense, the executive organ embraces the aggregate or totality of all the functionaries and agencies which are concerned with the execution of the will of the state as that will has been formulated and expressed in conditions of law". In India, it comprises the Prime Minister leaders of the dissimilar parties, the ministers of the ruling party and the opposition, the Cabinet, its committees. Cabinet Secretariat and the Prime Minister's Secretariat. Before dealing with their role separately, it would be of relevance to discuss briefly, the broad functions of the executive which are as follows:

☐ Maintenance of internal peace and order is the major function of the executive but maintaining external relations and saving the country from external aggression is also an equally significant responsibility. In other words, the formulation of the national policy for domestic, as well as, external purposes is the chief concern of the executive. It comprises all activities pertaining to the maintenance and well-being of the State.

☐ As already mentioned, the initiative for legislative work has also become the responsibility of the executive. The bills are first approved through the Cabinet, and the government does not face any difficulty in getting the approval of the Parliament where, usually, it enjoys a majority. In the present context, though we have a minority government yet its proposals are accepted, with or without modification, through the Parliament as holding elections at short intervals imposes financial and political pressures on the system.

☐ The executive proposes the budget and decides in relation to the imposition or abolition of taxes. It may augment or decrease the tax rates. The executive also sees that provisions of the budget are implemented after the approval of the Parliament. It is so, clear that the executive has all pervasive authority in excess of the activities of the State.

Impact of Policy formulation on Law and Justice:

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Introduction :

It is a fact that policy making is the basic task of the legislature but the judiciary also has an important role to play in it. The judiciary is measured as custodian of the rights of the people and a balancing wheel flanked by the executive and the legislature. Besides, it also decides all the disputes which might arise flanked by the union and the states, so that federal structure is

not put under heavy strain. At the union stage in India, there is a Supreme Court. Article 124 of the Indian Constitution, clearly says that there shall be a Supreme Court in India. It is the judiciary which decides whenever the law is silent or unclear or does not fall in consonance with some other policies or policy already in subsistence. To this effect the court is guided through the values of equity and justice. Judicial decisions give legitimacy to the government institutions/output through several policies.

Impact of Policy Formulation on Law and Justice :

A description of functions of the judiciary creates it clear that the impact of the judiciary on policy making is quite important. Actually, a diversity of factors and institutions combine and interact in the policy making process. It is a very intricate process through which persons in power/authority exercise power or power in excess of each other. Dr. P. R. Dubhashi explains the policy making process as "something like a policy making ladder with the chief executive like the Prime Minister at the top and apathetic nonvoting citizens at the bottom. In flanked by are the Prime Minister s cabinet colleagues," legislative leaders, policy making judges, high stage administrators, interested group leaders, politically active citizens, and ordinary voters. The proximate policy makers, skilled practitioners of policy analysis, managerial elite, elite of wealth, are all policy makers. Most citizens power policy very little but energetic citizens can power policy to an extent".

The judicial system in a democratic country like India has a major role in the public policy making process. All policies are formulated keeping in view the existing laws and legal provisions. The judiciary enters the area of policy making delivering suggestive or advisory judgments aimed at the effective achievement of the goals of the country as contained in the Preamble and the body of the Constitution. At times, the judiciary issues directions for formulating a scrupulous policy or changing the existing policy to suit a scrupulous purpose. It may also determine certain guidelines for the legislature and/or the executive that ought to be followed in the process of public policy making. It is, so, clear that the judiciary is an essential part of the political process wherein cooperation and disagreement are of equal significance. In the words of A. R. Ball, the courts "interact with other parts of the political system, not as illegitimate outsiders but as part of the stable ruling political alliance". It is, therefore, understood that the judiciary has its share in the political process of the country, especially in the process of policy making. In fact, it is the need of modern times that the role of the courts should be appreciated and confrontation flanked by the legislature, the executive and the judiciary should be minimized if not totally avoided. Though, it may be added that there have been situations and occasions when the actions or decisions of the judiciary have been either not welcomed through the political authority or its principal advisory, the bureaucracy. Despite all that, it has been the thinking of a civilized society that a society can be thinkable without a fully developed legislative organ but a civilized State without any viable judicial branch is hardly conceivable.

In the system analysis, the system and its counterparts, the sub-systems, are continually in active or passive interaction at several stages and degrees to bring some acceptable

outputs to society. It is, so, necessary to view the judicial system as an essential aspect of a political structure be it any form of government. Actually speaking, the political process in a given system does not spare any facet of the citizens life. In one method or" another, it powers them and their actions and reactions. Ultimately, they become essential ingredients in the interplay of socio-political forces that determine the areas, facets, contents, priorities and sharing of policy benefits in society. Though, in all societies, primitive, medieval, traditional/conventional and modern, the judiciary has always, with some situational constraints, played its role in moderating the public demand and the system s capability to bear such " implications of its pronouncements. The judicial system cannot remain immune to major socio-economic developments, as also to the ever changing thinking of the total political process. In this context, Stephen L. Wasby observes, "The political situation affecting the administration of justice at the

state and local stages has particularly attracted the attention of political scientists, concerned with the allocation of justice, with why dissimilar members of the community are treated differently through law enforcement officials. The topic is one which comes within the purview of public law mainly because those who have shown interest in it have been previously doing work in the public law field.

The same is true with respect to the activities of the legal profession. While it is the sociologists who have undertaken work on what can be called the „ecology of the legal profession , that is the organization and pattern of" legal practice, political scientists have not been behind, particularly in relating this structure to participation in politics." A very important area of operation of the judicial system, especially in a developing country like India, is to ensure a desired stage of social and economic development/advancement so as to reach a viable equilibrium for a tension free social system. It is in this context that the judiciary "investigates, declares and enforces liabilities as they stand on present or past facts and under laws supposed already to exist". Moreover, the judiciary establishes the values of equity and justice for stabilizing society in its best possible egalitarian form. The Supreme Court in India has developed new methods and remedies for dispensing justice to the masses through public interest litigation. It is said that it has taken socio- economic justice to the common man. The former Chief Justice, P. N. Bhagwati has observed that "the Supreme Court has developed many new commitments It has accepted forward participative justice. It has laid just Standards of procedure. It has made justice more accessible to citizens." It was under the innovative leadership of Justice Bhagwati that public interest litigation reached a new dimension.

The Supreme Court in India has been instrumental in the deliverance of relief to the poor and other under privileged sections of society. It has also provided relief for the undertrial prisoners, licensed rickshaw pullers etc., it has been successful in the release of women from the clutches of those indulging in promoting immoral traffic. It has tried to lay down that except in serious cases, bail necessity be granted on personal bond. Again, it was on the insistence of the courts that free legal aid was strengthened. The Supreme Court has also allowed monetary compensation for administrative wrongs and violation of the citizen s fundamental rights. It is so, clear that the judiciary" has made very serious attempts for dispensing social and economic justice to the masses despite of its inherent limitations. It is in this manner that it

has been able to put pressure on the legislature and the executive to initiate and implement several major policies. The socio-economic change cannot be brought in relation to the only through public interest litigation. It is an arduous task which the social activist s necessity carry" forward. The administration has to be imbibed with a missionary zeal for achieving this objective. It is more so because the major responsibility for framing and implementing policies relating to the socio-economic welfare of the masses rests with the government.

Importance of Judiciary In Policy Making :

We already know that the judiciary is the third organ of the Government, the other two being legislature and executive. The government, in modern times, has to perform not only a magnitude of functions but has to deal with the complexities and technical nature of functions. In the sphere of policy making, government is helped through the legislature, executive, the judiciary, political parties, interest groups, media and public opinion. The need for an impartial and strong judiciary to power policy making is clear from the preceding sections. The role of the judiciary in policy making can be understood from the following.

 The judiciary being the sole guardian of the Constitution ensures that none of its provisions is contravened through the legislative, executive or administrative actions. In order to achieve this goal, the judiciary tries to formulate guidelines to be' followed both through the legislature and the executive. In the absence of such guidelines, the courts restrain the concerned parties from contravening the Constitution through the application of the Rule of Law.

 Its decisions have facilitated a comparatively smooth working of the Indian federal system.

 It has helped the government in formulating its policies in a manner that does not dispute with the Fundamental Rights. The 24th and 25th Amendments were struck down in order to protect the basic structure of the Constitution (as in the Golaknath Case).

 The decisions of the courts have several a times led to the protection of private interests as was done while rejecting the Bank Nationalization Act, 1969.

 Its pronouncements have molded the thrust and contents of the public policy. Some policies are partly struck down through the courts and certain directions are issued which are mandatory for the government to follow, as was done in the Bhopal Gas Leak Case.

 We come crossways a number of court cases in which the administration has either framed rules in a wrong method or their implementation has been faulty or malicious. The cases may relate to selection, promotion, implementation of a scrupulous scheme or consumer protection. Therefore, it is clear that the judiciary has a significant role in policy making. Though, its nature and extent may vary from case to case. In brief, the judiciary ensures :
 That only such policies are framed which are in accordance with the provisions of the Constitution;

That any negligence on the part of the government in not formulating a policy or not implementing all the provisions of a policy is taken very seriously through the courts. In such cases specific directions are issued to the concerned authority; and

 That all policies are aimed at the protection of the national interest and are likely to augment the pace of social and economic development. It is clear from the above that the judicial system has a definite role, not only in influencing the process of policy making, but also in its actual preparation as it provides definite directions/guidelines to the governments. Hence, it provides more acceptable tenure to the public policies.

Module 03 Approaches to Public Administration

Traditional Approaches- Woodrow Wilson and Max Weber – An overview

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Introduction:

Public administration has a long history which has been going in parallel with the very notion of government. The classical approach to public administration, derived from Weber, Wilson and Taylor, largely dominated most of the 20th century. In fact, Weber's theory of bureaucracy is the most important theoretical principle of the traditional model of public administration.

The traditional public administration was established to run a state in a stable and predictable way in a relatively static environment and therefore, public administration was not prepared to meet new challenges and was resistant to change. Today it has to adjust and accommodate to a rapidly, at times unpredictably, changing environments. Over the last few decades the efforts across the world to conduct substantial reforms in the public sector were directed at ensuring good governance in terms of effective, ethical, accountable and transparent administration. The accumulation of changes in public administration over that period is really impressive and yet "almost no national government would argue that administration change has now been completed or that the public sector has been put into good working order".

The object analyzed in the article is the model of public administration and the analysis is focused on the classical and modern approaches to change in public administration. The main reason for the collapse of the traditional model of administration is that it no longer worked and was widely perceived as failing. The emergence of modern managerial approaches to public administration is regarded not simply as a reform of the traditional public administration, but as a transformation of its paradigm.

The aim of the analysis is to explore whether these is a single possible alternative to the classical approach to public administration and whether the traditional model of bureaucracy could be replaced by adopting some sort of market–based mechanism in order to obtain better results from public sector organizations.

The study has several tasks: 1) to present the classical approach to public administration and to describe the traditional model of bureaucracy and its key features and dimensions; 2) to explain the emergence of the new model of public sector management in most advanced countries and many developing ones; 3) to analyze the modern managerial approach to the public sector referred to as New Public Management; and 4) to outline a particular route of a modern reform followed by many continental European countries.

Traditional / Classical Approaches to Public Administration:

The traditional approach looks at public administration from three different perspectives including managerial approach, political approach, and legal approach; each arising in a particular political context and emphasizing different values.

The managerial approach to Public Administration looks upon the business of government as that of a big corporation. It tends to minimize the distinctions between public and private administration. This view is especially popular among the elected political leaders who tend to resent the role of political influence exercised by civil servants. During election campaign the candidate's 'managerial abilities' are frequently emphasized.

Historically this approach was established as a remedy to the political patronage appointments of the civil servants. The major complaint of that time was that political appointments result in inefficiency and leads to corruption. In reformers' view, "What civil service reform demanded, was that the business part of the government shall be carried on in a sound business-like manner".

Overview of Woodrow Wilson :

Woodrow Wilson was the 28th President of USA (1913-1921) and is often addressed as the father of American Public Administration. Wilson and his contribution to the subject of public administration is widely read and referred to. He was one of the first political leaders who emphasized the need to increase the efficiency of the Government.

Wilson argued that administration is the most obvious part of the Government and the least discussions happen around it. He further says that despite being the executive, the operative and the most visible side of the Government and being as old as the Government itself it has remain hidden from the scrutiny and inspection of writer, authors and subject matter experts where it should have been the centre of debates and researches. He shows little appreciation towards the obsession regarding the constitution of Government, the philosophical approach towards the existence of State, the sovereignty or some greater meaning lying at the heart of the Government. Basically what he meant was the know-how of the actual business of Governing people and how that can be made more efficient.

In the context of the early 20th century USA and the world in general, Wilson and his ideas regarding administration made sense. Life had changed much since the good old days of farms and cattle and now there were complexities of trade and commerce, stocks and bonds and financers and then the national debts, the ever increasing conflicts between the capitalist class and the workers. In the light of these developments, ways the Government can function also needed a change which unfortunately was not assessed adequately resulting in inefficiency and wastage of resources.

In addition to above aspects, the Government's sphere of work was expanding, like the postal service in America and rail-road lines in Europe. So, if the transition was happening at the grass root level say for example to manage rail-road, national

commissioners were made in addition to older state commissioners, the resulting extension of administrative function became a matter which needed to be delicately handled and not carried out in haste.

Wilson also clarified that the studies conducted in the field of public administration were mostly carried out by French and German academicians and were therefore not entirely relevant and suited to the needs of the American people and State in its original form. He suggested that any principle adopted from Europe would have to be Americanized and modified for the complex and multiform state and a highly decentralized form of Government in the USA.

Wilson had carefully studied the administrative practices of not just France and England but a small nation like Prussia and praised the ruler Frederick the Great who regarded himself as the chief servant of the people and his office as a public trust. He also wrote favorably of Napoleon and his recasting of French administration after ending the monarchial rule. He however; wrote harshly about the ways of English administrators and those of his own country; pointing out that their history was not of administrative development but of legislative oversight. There were little progress made in Government organizations but vast leaps taken in law making and political criticism.

While reading Wilson one cannot help but wonder that whether enthroning public opinion in the matters of Government a wise decision at all? The dark side of it is that it becomes a larger obstacle to manage; since any change or reform proposed needs to get pass veto at so many levels. To sum up, Wilson proposed a very no-nonsense and businesslike approach to administration which should be free of shackles of political doctrines.

Woodrow Wilson is regard as the founder or father of study of public administration. His title rests on his Seminal essay entitled *"The Study of public administration"* which was published in the Political Science quarterly in 1887. Wilson wrote his essay, *"The Study of Public Administration"* in the era of the ***Progressive movement*** which covered the last two decades of the nineteenth Century. In the United States, this movement was developed in response to increasing Urbanization, immigration, the seeming loss of traditional values, Corruption, etc. There was maladministration due to rampant political corruption and the Prevalence of the "spoils system" introduced by President Andrew Jackson. Under this system only the loyal political supporters of the Party's Victorium at the Polls were appointed to administrative posts As a consequence less qualified and sometimes Unqualified people entered the Public service and contributed to the increasing inefficiency of public administration.

Influenced by the progressive movement Woodrow Wilson was also convinced that there was a need to reform the government and the reforms should be in the field of public administration so as to make it more efficient. It was in this context of prevalent maladministration and the consequent administrative reforms that Wilson emphasized in his essay, the development of the science of public administration as the appropriate cure for corrupt and inefficient administrative system. This vision of Wilson also marked the emergence of public administration as a separate and independent field of Study.

Wilson's View on Politics and Administration

Woodrow Wilson is usually regarded as the Originator Of the doctrine of politics-administration dichotomy. In his essay Wilson divided government into two separate spheres of politics and administration. In his opinion, politics is dealt with questions of policy formulation; administration is dealt with carrying them out. He defined public administration as "detailed and systematic execution of public law".

Wilson characterized public administration as a field of business .He Said, "the field of administration is a field of business….. Removed from the hurry and strife of politics" He Stated that administration lies outside the proper sphere of politics. Administrative questions are not political questions. Although politics sets the tasks for, it should not be suffered to manipulate its offices". He further observed that "public administration is a Part of political life only as the methods of counting house are a Part of the life of the society; only as machinery is part of a manufactured product". To Wilson, politics is the special Province of the statesman and administration that of the technical official. Wilson Wanted that administrators should not involve themselves in the political process .Thus Wilson tried to establish the distinction between politics and administration.

By expounding the politics –Administration dichotomy theory, Wilson urged strongly for the creation of a technically competent and politically neutral administrative system for a democracy. It should be separate from the political system, although it is under democratic control. Wilson believed that if public administration could be separated from the practical politics and the influences of the spoils system prevailed at that time in the USA, it might become more business-like and develop on scientific lines in its own right. Thus his goal was to call attention to the need for efficient administration and to keep it out of Partisan Politics. Wilson saw the Study Of public administration as the latest fruit of that Study of science of politics which was begun some two thousand two hundred Years ago. The foundations of

public administration "are those deep and permanent principles of politics". Thus for Wilson, it is said, the Study of public administration, derived from the Study of politics, was to be distinguished from it, but never divorced from its "maxims" and "truths". To Wilson, public administration was much more than technical detail and it was to be conducted in a political context .Thus he treated "politics and public administration as two sides of a coin".

Overview of Max Weber :

Max Weber (1864-1920) was a German Sociologist who combined great analytical abilities with painstaking research and philosophical orientation. His theory on organization centered on why people throughout history obey their rulers, and he discovered three reasons for such obedience coinciding with three types of authority or organization, namely traditional, charismatic and legal-rational or bureaucratic organisations.

It is well known that the principal focus of Weber's analysis was not administration, but his main distinctive contribution to the field of public administration is related to the analysis of the social and historical context of administration, and more particularly, bureaucracy. Weber did not invent the term "bureaucracy", but identified bureaucracy as the dominant form in a legal-rational society and specified the features of the most rational form of bureaucracy, which was called the "ideal type" bureaucracy. Max Weber not only gave the characteristics and criteria for modern bureaucracy, but also outlined the terms of employment in the bureaucratic organization. Max Weber insisted on Bureaucracy with Authority. Max Weber classified Authority into three types as the following.

Traditional Authority
This type of authority is personalized but rests on customarily identifiable groups. The leader in such a traditional organization has his authority derived from the status he inherited. Status is therefore not based on achievement or other forms of merit. The extent of the leader's legitimate power is fixed by customs. Rules based on customs and beliefs have no scientific basis, encourage dogmatism and reinforce superstition. Traditional societies characterized by feudalism and extreme communalism may typify this authority.

Charismatic Authority
This is also a highly personalized authority, implying that powers are absolutely concentrated in the hands of one person. Subordinates find the charismatic leader so magnetic that his authority or powers are accepted without question. In the exercise of this authority, subordinates obey the directives of the charismatic leader not because of rules but because of personal devotion. This rests on the fact that the basis of authority lies on the personality of the

leader, and commands are based on his inspiration and myths. Charismatic organization has in-built instability. Examples of this type of organization include some esoteric organizations/bodies and personalized religious organizations.

Rational-Legal Authority

The bulk of Weber's writings and theoretization inhere in this type of authority which is highly impersonalized and mostly associated with bureaucratic organisations. Authority rests in the positions in accordance with rules and regulations that are usually formalised. The ability to reward or punish to exact obedience is viewed as legitimate, while the presence of experts or professionals in organizations is a recognition of the legitimacy of the office holder.

Weber on Bureaucracy

Max Weber was a German sociologist who was a pioneer in the field of Bureaucracy theory of management which is the foundation of management in many of the government and military organization in the world today.

He was keen to understand the ways in which the industrialization affected the society. He was concerned about the importance of authority in any social structure.

Bureaucracy theory is based on strict rules and expert authority guidance which he believed would improve the efficiency of the organization's performance. This system of management avoids biasness and made the job description very clear to everyone in the organizational hierarchy.

Max Webber believed that bureaucracy structure of management is the most rational and logical form of management which would make an organization highly efficient and successful.

According to Rick W. Griffin: *"Bureaucracy is a model of organization design based on a legitimate and formal system of authority"*

The leader would not inherit the position but rather the most competent and skillful person would be appointed as the leader. So there is merit based selection rather than Nepotism.

Under the capable leadership, the organization would be more efficient. So bureaucracy focuses on the skills and technical ability of the leader. So Max Weber believed that bureaucratic management is an ideal way of organizing government agencies.

Some of the major characteristics of bureaucracy model as stated by Max Weber are Technical expertise, division of labor, rules policies and procedures, impersonal contribution, and strict chain of command.

Principles of Bureaucracy theory

Bureaucracy theory is based on leadership expertise and is very useful in large organizations. There is no favoritism and strict rules and regulations are followed as per the organizational hierarchy level. The major seven principles of bureaucracy theory are:

Max Weber's Theory

Features of Bureaucracy Structure	
1. Division of Labor	Complex work broken down into simple jobs
2. Hierarchy of Authority	Accepted chain of command to direct individual's effort towards organizational goal accomplishment
3. Framework of Rules	Effort directed and coordinated by rules
4. Impersonality	Hiring and promoting people on the basis of objective merit rather than favoritism (on the basis of what they know, and not who they know)
5. Formal Selection	Technical competence members selected accordingly on the basis of training, qualification, education etc.

Formal hierarchy structure:

The concept of this principle is that there should be centralization of power in terms of planning and decision making in the organization. The rules and regulations must be strictly followed and the subordinate must be accountable to the immediate supervisor. There must be a well-defined hierarchy of authority with clear lines of authority and control concentrated at the top. Each level of management should be controlled by the level of management above it in the hierarchy and they should control the lower management below them. This will help the organization to proceed in a single direction.

Formal rules and norms:

This principle of bureaucracy management implies the need of strict rules and regulations to be followed by the various level of management in an organization. By this principle, the company can maintain a level of discipline to keep the labors in check and to bring the best out of them. This helps in execution of the decisions in the most suitable manner.

Specialization:

The organizations can be divided into many departments and units based on their function. These departments are led by experts and specialists. So there is a high degree of job specialization in the employees and the management. This will help the organization to achieve high efficiency in their operation.

Equality:

This principle focuses on the equality of all the employees who are judged by the rules, regulations, and rights of the employees set by the organization. So there is no unfair biasness and favoritism in the organization. This will provide a sense of fair judgment and uniform treatment to all.

Recruitment based on abilities and qualification:

This principle defines that a manager is fairly recruited on the basis of the skills and technical ability to lead the employees and handle the position. There is no preferential treatment to any candidate due to personal relations or links. This leads to developing the functional expertise in the organization and improve the quality of the operation.

An "up-focused" or "in-focused" mission:

According to this principle, there are two types of mission. An "up-focused" mission is the mission in which the sole purpose is to serve the stockholders, board running the organization and the agencies which support the organization. If the mission is "In-focused", then the sole mission is to serve the goals and objectives of the organization itself and people inside the organization.

Systematic filling:

In a bureaucracy system, there is written recorded documents of each and every operation and activity of the organization. These written documents are the permanent record of the operations and act as legal papers as well as future references for the company.

(Sharma, Surendra Raj; Jha , Surendra Kumar: pg 47-49)

Hence these are the basic principles of bureaucracy model of management.

Criticism of Bureaucracy Theory

The model of bureaucracy management is based on specialization and strict rules and regulation guided management. However, the concept of bureaucracy theory became too radical and rigid. The inflexibility of the management caused the private organizations to adopt new methods of management. So there are some criticisms of Bureaucracy theory. They are as follows:

Discourages creative and innovative ideas:
Bureaucracy theory is focused on the strict following of guidance of the managers. This kills the creativity of the employees as they blindly follow the lead of the supervisor. They are made to obey the readymade plans, they do not seek for new ways and ideas. Hence they have to follow the monotonous model of operation. This can also lead to frustration of the employee.

Formal recording wastes money and effort:
Bureaucracy believes in the system to formally record all the operations whether it be a small or big task in written documents. This is considered as a waste of money and efforts as the management is always focused on cost reduction to develop high efficiency. Use of modern means of recording can be more cost efficient than written documents.

Misuse of power:
In the bureaucracy system, power can be easily misused as the manager has superior power than his subordinate. This will cause the manager to misuse the authority and use the power for their personal benefit.

Rigidity and inflexible in its ways:
The bureaucracy system is taken as a rigid and stubborn system of management as it does not update its system and methods according to the need of the time and situation.

Delay in decision-making process:
In a bureaucracy management, if a decision is to be taken about a certain problem then the decision must be taken by the top level manager in the organization. Hence if a problem occurs then the management cannot take immediate actions but has to wait for the decision of the top level manager.

One way communication:

The communication in the bureaucracy system of management is only downward communication in which the information flows from the top level management to the lower level management in the form of rules, regulations, tasks and job. The employees are not able to provide necessary feedbacks to the top level management for further improvement.

The bureaucratic theory of public administration owes its existence to Max Weber and his magnum opus Economy and Society published in 1922. It was Weber who popularized the term and in his book gave a glimpse of the extensive research he had carried out by studying ancient and modern states to understand the working of the bureaucracies in different eras. Before we dive into the details regarding Weber's ideas of bureaucracy, it would be interesting to understand his background and education to appreciate his philosophy and thoughts that run like a common thread all through his work.

Max Weber was a German political economist, philosopher and a social scientist who along with Emile Durkheim and Karl Marx is considered to be one of the three founding pillars of sociology. Weber was a student of law and history throughout his career and later joined the Berlin University as a faculty and lectured and consulted for the Government. Weber was greatly influenced by the Neo-Kantianism wave that swept Germany during the 1860s. Heinrich Rickert the foremost scholars of Neo-Kantianism in Germany was a professional colleague of Weber in the University of Freiburg.

The Neo-Kantianism or the Back to Kant movement of 1860s was to revisit the theories of Immanual Kant the most important and influential of German philosophers and scholars of the 18th century. The scope of this article is limited to throw light on Kant and his philosophies however it is advisable to the readers to read a little about Kant and his work to get a better understanding regarding Neo-Kantianism.

Influenced by Heinrich Rickert and Kant, Weber came to a central core of his theories and that was Rationalization. Weber promulgated rationalization in all areas of life like economy, politics, society, culture and even religion. He went on further to say that Rationalization was the basis of the modern western society. Having said that, let us now make an effort to understand Weber's work in the areas of social sciences.

In his seminal work Economy and Society, Weber goes to extreme lengths to trace the evolution of bureaucracy and the State and their relations with each other. He cites the Chinese and the African empires that degenerated because of the lack of bureaucracy and methods of

administration and the ancient Roam Empire which disintegrated because of increasing bureaucratization.

According to Weber, the need for bureaucratization in the ancient empire state arises from the maintenance of armies, public finances and most importantly power and politics. In the modern times however, the complexity within the civilization is ever increasing and therefore the demands from the administration are also getting complex.

Weber also emphasizes the importance of communication in running the bureaucracy of a State and adds that they act as pacemakers and are the prerequisites of the possibility of bureaucratic administration.

Trained bureaucracy is superior to other kinds of administration in many ways like efficiency, accuracy or precision, unity, discretion, continuation, cost and reducing overall friction in the government functioning. Weber went on to characterize a bureaucratic state by certain behavioral and structural features like:

Division of Labor

Hierarchy

Rules and Rationality

Impersonality

Rules Orientation

Neutrality

Weber also came up with the term called Rational-Legal authority which characterizes the modern liberal states. The tripartite classification of authority proposed by Weber explains that the states travel from Charismatic Authority to Traditional Authority and finally arrive at Rational-Legal Authority. The Rational-Legal Authority upholds that an individual or an institution has powers emanating from the legal offices that they hold. Once they leave, the power is lost as the power is associated with the office and not the office holder.

The above Rational-Legal power lies at the core of the modern bureaucracies and is practiced widely across the world. The writing of constitutions and documents, establishing offices and

institutions and holding elections are all in conformity to this kind of authority practiced by political systems in mature states.

Recent Approaches- Public Choice, Good Governance, New Public Management.

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Introduction :

Before the term "new public management" was coined, the new model of public sector management had several names. Different names such as managerialism, new public management, market-based public administration, post-bureaucratic paradigm, entrepreneurial government were used to describe the same phenomenon. The new approach to public management is oriented to results, focusing on clients, outputs and outcomes. It focuses on management by objectives and performance management, the use of market and market-type mechanisms in the place of centralized command and control style of regulation, competition and choice, and devolution with a better matching of authority, responsibility and accountability. In the United Kingdom during the Thatcher government there was a concerted effort to implement the three 'e's of economy, efficiency and effectiveness at all levels of British government. The reform was mainly aimed at a massive privatization of public enterprises and cutting other parts of the public sector, while the civil service moved from an administered to a managed bureaucracy. There are Public Choice Approach, Good Governance Approach and New Public Management approach to the recent or modern public administration.

Public Choice Approach :

Public choice theory is an economic theory of politics. This is an application of economics to politics. The public choice approach to Public Administration came into existence in 1960s, almost coinciding with the New Public Administration. This theory has been chiefly propounded by Vincent Ostrom and William Niskanen.

This questions the very basis of bureaucracy run govt. Public choice theory challenges the traditional belief of 'public spiritedness' of bureaucrats and politicians. Public choice theory predicts and explains political behaviour on the assumption that political actors are 'utility maximisers', seeking to promote their self interest in contrast to theories which view politics as an act of public interest.

A bureaucrat, according to William Niskanen, is budget maximiser. The bureaucrat's budget maximiser behaviour results in over supply of goods and inefficiency. Bureaucracy thus to be pruned by down-sizing govt. and passing many functions of govt. to private sector.

Choice implies competition. Public choice theory introduces competition in PA to make it more efficient and responsive. PCT deals with the possibility of institutional pluralism in provision on public goods and services. Plurality of govt. and public services is supported on the ground of consumer's preference. This approach advocates replacement of traditional doctrine of 'bureaucratic administration' by the concept of 'democratic administration'.

Rigid hierarchy structure and accountability to a single center of power reduce the capability of larger administrative system to respond to diverse preferences of citizens and cope up with diverse environment conditions. Public choice theory suggests an alternatively paradigm and involves multiple decision centers to provide different goods and services.

The central theme in Public choice theory is how to limit govt. and to check the natural tendency of over govt. Public interest and welfare state are rejected by the public choice thinkers. It is however not state versus market debate. The real issue is how to make the state more democratic and citizen friendly and not to put it in background altogether and bring the 'market' in state's place.

By breaking the monopoly of state as the provider and by introducing choice and participation, the public choice school seeks to redefine power equations between the govt. and citizens.

Impact of Public Choice Theory:

Under the impact of views of PCT, in the last decade of 20th century private sector has expanded, state sector has shrunk in direct administration. Moreover there has been widespread adoption of management practices of business firms in public sector. The whole New Public Management approach is heavily influenced by Public Choice Theory and can indeed be said to have roots in PCT.

Criticism of Public Choice Theory:

Public interest and welfare state are rejected by public choice writers but these ideas have not evaporated from the society.

Herbert Simon argues that the major motivational premise of Public choice theory, individual self interest is false. Human beings make most of their decision, not in terms of individual self interest but in terms of the perceived interest of groups, families, organisations, ethnic groups and national states with which they identify and to whom they are loyal.

Critics of Public choice theory often view it as advocate of New Right ideology and it is seen as advocating market, minimal govt. and drastically cut bureaucracy. It may develop elite bias as market is out of the reach of the poor.

Good Governance Approach :

Defining Good governance

Good is a term used with great flexibility; Depending on the context, good governance has been said at various times to encompass: full respect of effective participation, human rights, the rule of law, multi-actor partnerships, and accountable processes, political pluralism, transparent and institutions, an efficient and effective public sector, legitimacy, access to knowledge, information and education, political empowerment of people, equity, sustainability, and attitudes and values that foster responsibility, solidarity and tolerance.

Origin and emergence of the concept of good governance

"Good governance" was initially expressed in a 1989 World Bank publication.

In 1992, the Bank published a report entitled, Governance and Development, which explored the concept further and its application.

In 1997, the Bank redefined the concept "good governance" as a necessary precondition for development.
Good governance is to promote and sustain holistic and integrated human development. The central focus is to see how the government enables, simplifies and authorises its people, regardless of differences of caste, creed, class, and political ideology and social origin to think, and take certain decisions which will be in their best interest, and which will enable them to lead a clean, decent, happy, and autonomous existence.

"Good" about governance

Good Governance manages and allocates resources to respond to combined problems of its citizens. Hence states should be assessed on both the quality and the quantity of public goods provided to citizens. The policies that supply public goods are guided by principles such as human rights, democratization and democracy, transparency, participation and decentralized power sharing, sound public administration, accountability, rule of law, effectiveness, equity, and strategic vision.
The Human Development Report issued insists on "good" governance as a democratic exigency, in order to rid corruption, provides rights, the means, and the capacity to participate in the decisions that affect their lives and to hold their governments accountable for what they do.

The concept of Good Governance is not new. Kautilya in his treatise Arthashastra elaborated the traits of the king of a well governed state – 'in the happiness of his subjects lies his happiness, in their welfare his welfare'. Mahatma Gandhi also propounded the concept of 'Su-raj'.

However, concept of 'Good Governance' is a recent entrant in the domain of Public Administration. There are 3 ways of understanding this new development:

It is an attempt to widen the scope of Public Administration by going beyond the formal govt.

It is an externally dictated term invented to prescribe aid–conditionality.

It is a genuinely democracy-intensifying concept to make public administration more open, transparent and accountable.

Good Governance need not to be narrowly conceived in the manner the World Bank and other funding agencies have sought to present them. A more creative approach would be to treat the issues as new opportunities to have a fresh look at state-society relationships in today's complex world of governance.

In 1989 the concept of 'governance' was for the first time highlighted in a World Bank document on Sub-Saharan Africa. At that time, good governance was meant sound development management. Four key dimensions in this context were:

Public sector management & Accountability
Legal framework for development
Information and transparency

Bank's document 'Governance and Development' defines governance as 'the manner in which power is exercised in the management of a country's economic and social resources for development.' Bank document observes that despite the technical soundness, programmes and projects have often failed to produce desired results. Laws are not enforced properly and there are often delays in implementation.

Governance is a continuum and not necessarily unidirectional. It does not improve automatically over time. Citizens need to demand good governance. Their ability to do so is enhanced by literacy, education and employment opportunities.

Government needs to prove responsiveness to those demands. Neither of these can be taken for granted. Change occurs sometimes in response to external or internal threats. It also occurs through pressure from different interest groups, some of which can be in form of populist demands. Although leaders and aid agencies can contribute resources and ideas to improve governance but for the effective change it must be rooted firmly in the societies concerned and cannot be imposed from outside.

Necessary Preconditions for Good Governance:

Sound legal framework

Robust institutional mechanism for proper implementation of laws

Competent personnel staffing

Right policies for decentralisation, delegation and accountability.

To tie up Good Governance with aid conditionalities has been critically reviewed by many commentators. One set of argument is that World Bank is seeking to 'politicize' the otherwise technical issue of financial aid to the third world countries. How does one measures Good Governance is an open question. There are others who point out that Good Governance is a simplistic notion as there are diverse ways of governing in multicultural contexts.

Experts agree that in the long run the race among the nations will be won or lost not on the basis of comparative advantage arising from resource endowment but by the competitive

advantage created by effective governance. (This explains the successful development experience of countries like Ireland, Singapore, Korea and Japan even without apparent comparative advantage in terms of resource endowment.)

Features of Good Governance :

From the above discussion we can spell out some important features of Good Governance. Good Governance insist on removal of corruption, voices for the minorities, participation of most vulnerable in decision-making and responsive to the present and future needs of society.

Participation

Inequalities and discriminations of various kinds like gender, race, caste, creed, place of birth etc are addressed in the good governance by participation of various stakeholders in governance either through direct or through legitimate intermediate institutions or representatives. Informed and organized participation is emphasized. It means freedom of association and expression for all to raise their concerns.

Rule of law

Good governance requires fair legal frameworks that are enforced impartially. It entails protection of human rights, particularly those of minorities; impartial enforcement of laws which requires an independent judiciary and an impartial and incorruptible police force.

Transparency

Transparency suggest three things; firstly, decisions must be taken and enforced in proper legal manner, secondly, the information must be freely available and directly accessible to the affected, and thirdly, complete information in easily understandable forms and media.

Responsiveness

It suggests that governance must be responsive to the concerns of all stakeholders within a reasonable time frame.

Consensus oriented

Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This needs sensitivity of the administration to the historical, cultural and social contexts of a given society or community. In political term it is called as political pluralism.

Equity and inclusiveness

Good governance must address the issues concerning justice and equity. None in the society should feel side lined or exploited in the process of development. Growth should be inclusive and equitable. Mostly the vulnerable and marginalized must share the fruits

of the development and must have opportunities to improve and maintain their well being.

Effectiveness and efficiency
It means that developmental needs of the society must be achieved by the optimum utilization of the resources at their disposal. It further suggests sustainable use of natural resources and the protection of the environment.

Accountability
Accountability is a key of good governance. Both public and private institutions along with civil society organizations must be accountable to the public and to their institutional stakeholders. Transparency and Rule of Law are prerequisites of accountability. It means that developmental needs of the society must be achieved by the optimum utilization of the resources at their disposal. It further suggests sustainable use of natural resources and the protection of the environment.
Good Governance aims at providing an environment in which all citizens irrespective of class, caste and gender can develop to their full potential.

The preliminary condition of Good Governance is establishment of the Rule of Law. Good Governance demands that government must be not only representative but responsive as well to the needs of governed

NEW PUBLIC MANAGEMENT
New Public Management **(NPM),** Entrepreneurial Government, **Managerialism, Market-based Public Administration,** or **Reinventing Government** are a few incarnations of the new model of public sector management which emerged in the **beginning of the 1990s** in response to the challenges of **globalization, international competitiveness, and technological change**. It is argued that it represents a paradigm shift from a traditional model of public administration, dominant for most of the **20ᵗʰ century** to managerialism or what is popularly known as the New Public Management. This new approach manifests a **change in the role of government** and bureaucracy in society and the relationship between government and citizenry. It was the result of various dys-functionalities in the administration.

Limitations Of Traditional Public Administration System
The major dysfunctionalities found in the existing public administration system were:

1.Politics administration dichotomy is unrealized, **irrelevant** and **unworkable**, as the actors on either side frequently change positions and the two activities intermesh in the practical world of governance.

2.In public institutional life, there is **no** such thing as **purely rational decision making**. Rather it is **bounded (limited) rationality** (as per SIMON). In real situations, people have certain degree of subjectivity. Moreover, the tendencies towards irrationality are not rare as many actors and forces impinge upon decisions and compete for accommodation.

3.Top-down policy implementation does not, in actually, **work.** It is now well accepted that public administration is best looked after by self-steering groups rather than closely supervised group. **Hierarchy** is essentially **power-oriented** rather than work oriented.

4.Successful public administration is rarely **rule bound**. What matters is goal achievement and effectiveness. In traditional public administration **rules became the end rather than means.** It encourages a **culture of non-performance**, and shirking taking initiative.

5.Centralization leads to rigidity. Hierarchy results in **implementation deficit.** Free flow of communication is impeded by rigid hierarchy and centralization of power. Public institutions operate efficiently when decentralized, allowing lower level initiative, adjustment, adaptability, flexibility.

6.Public employees do not have any special type of motivation. In real life, they have often been found to act to **maximize self-interests like income, prestige and power**, rather than public interest.

7.Moreover, in traditional public administration there was **no motivation for** the **employee to perform,** because the salary structure was not linked to performance.

8.The principles of traditional public administration are **lacking in descriptive accuracy.** As organizations differ in complexity and character, one shot enumeration of 'principles' in naive and unrealistic.

9.The classical view point of strict **division of labour and specialization** has also attacked as being injurious to organizational health and productivity. Organizational productivity does not automatically flow from a grand organizational design, narrow specialization and division's world. In fact, organizational layout **must provide opportunities for employees to work in multiple roles** in much more flexible structures.

10. Traditional public administration viewed **government as the protector of the consumer interests.** It assumed that the **private sector takes care only of its profit-induced interests** leaving consumers in the lurch. However, as the private sector has grown over the years, it is showing more and more concern for the private sector and even more than the public sector.

Because of these dysfunctionalities in the working of traditional public administration during the last decade or so, the simmering dissatisfaction of the people has **led to new paradigm** of public administration which is termed as NPM. The **term** 'New Public Management' was **coined by Christopher Hood in 1991** in his paper entitled 'A New Public Management for all seasons'. It is also termed as **'Managerialism'**, **'Post-Weberian Administration'**, **'Post-Wilsonian Administration'**, **'Market-based Public Administration',** etc.

Background:

The **Public Choice New Rights Group** argued that a **decentralized strategy** is superior to centralized structure. The questions have been raised **why the bureaucratic form** of organizations **should have the monopoly to provide public goods and services.** There are **various options available** for the delivery of public goods and services, and society may benefit from the many suppliers syndrome. It is **not necessary** that **government should always assume the role of a direct provider** of goods and services; **instead** governments many **operate indirectly, allowing non-government agencies to operate directly** in a wide range of social activities.

Margret Thatcher (UK) and **Reagan (USA)** were at the fore-front to bring about a synthesis of the public administration & business management. It **takes 'what' and 'why'** from **public administration** and **'how' from private administration.** In fact, UK was the first country that initiated the privatization of public enterprises. With their effort, remarkable changes took place in public sector management practices in most advanced countries: Structurally, the change was from rigid, hierarchical and bureaucratic form of **public administration to a flexible, market-based form of public management.** There was **change in the role of government** in society, and **government-citizenship relationship.** These objective conditions created opportunities for the emergence of almost a **new paradigm in public sector analysis.**

NPM Philosophy:
NPM connotes organizing and running public organizations in a more **management-oriented** way as that of private organizations, so as to achieve more **citizen satisfaction** and **societal welfare**. The basic theme of NPM is to **allow public managers manage**. There is a greater **emphasis on:**

1.**More effective programme**

2.**More efficient operations**, **economizing on staff** and **capital resources** and

3.**Improved quality of services** and **service delivery**.

Reasons For Emergence Of Npm
The years of **late 1980s and early 1990s** witnessed tremendous changes the world over necessitating changes even in the paradigm of public administration. The various **factors** behind the emergence of NPM are:-

1.**Knowledge** revolution

2.**Technological** revolution (IT or e-governance) and communication revolution.

3.Increased **competition nationally and internationally** in providing goods and services.

4.**Aspirations of the people** from government/administration have **increased.** Now they demand value for their money. Hence quality and cost of services provide by state should be competitive.

5.Reduced financial resources

6.International dimension

a)Increasing **globalization**

b)Increasing hold of **WTO** over national governments and their policies

c)Emergence of **MNCs** on the world scene on a huge scale.

Thus, the NPM philosophy was basically triggered by a combination of economic issues and geopolitical changes resulting in **reduced financial resources for governments.** This **demanded efficient utilization of available resources**. For coping up with these challenges, traditional bureaucratic administration was highly misfit. **Managerial rethink**, therefore, became imperative.

Ideological And Theoretical Basis

1.Entrepreneurial Government: **Osborne & Gaebler** in their path-setting publication Reinventing Government in 1992 advocated a new model of government, which they termed as Entrepreneurial Government (**EG).** Osborne summed up **"we don't need more government; we need better government.** To be more precise, we need **better governance.** Government is the instrument we use. The instrument is outdated, and it is time to remake it."

2.Public Choice Approach: Another major stream of thought during almost same time emerged in the form of the Public Choice Approach (**PCA)** to public administration which came into existence in the 1960s. PCA is application of **economics to political science**. **Vincent Ostrom** is the chief protagonist of this approach. In his book The Intellectual Crisis in American Public Administration, Ostrom writes "Bureaucratic structures are necessary, but not sufficient structures for a productive and responsive public service economy." He **advocated for** replacement of the traditional doctrine of 'bureaucratic administration' by the concept of **'democratic administration'.**

3.Critical Theory: expounded **by Jurgen Habermas.** The critical approach to public administration advocated **humanization**, **debureaucratization** and**democratization** of administration.

4.The CAPAM Conference: The conference of the **Commonwealth Association for Public Administration and management** was held in Charlott town,**Canada, in 1994.** There was a general consensus that **strong environmental forces** have been buffering the public sector; and governments all over the**world are being forced to cope with them**. Some of the impinging forces are **knowledge-based production,** the **communication revolution** and a**massive explosion in world trade** (especially **after WTO).** In a **multi-polar world, trade negotiations** need to be worked out both **bilaterally and multilaterally.** The information technology revolution has led to shrinkage of distances among partners and facilitated almost instant electronic networking.**Globalization** has become a reality, setting the stage

for **professional networking and collaboration** in the development and sustenance of new public administration.

5.NPM has common roots & **combines the public choice theory** and **Neo-Taylorism** (New-Taylorism because it introduces **managerial methods and techniques of private sector into the public sector).**

NPM seeks to adopt various techniques and practices used by private sector management. E.g. zero based budgeting (ZBB), Total quality management (TQM), Human Resource Management (HRM), Networking, Human Resource Accounting (HRA), Social Accounting, Operational research technique (OR), Management by objective (MBO) etc. NPM has also common roots and combined the public choice theory and Neo-Taylorism. (Neo-Taylorism introduced the managerial methods and techniques of private sector into the public sector).

Features Of NPM
The **basic feature** of NPM **is to 'Let Public Managers manage'.** The **main features** are:-

1.NPM aims at management and no policy. It views public administration from the managerial angle and applied management solutions to problem, concerns and issues of public administration.

2.It deals with **converting public bureaucracies into agencies** which deal with each other on a user pay basis.

3.Re-adjusting the role of the government: It uses quasi-market and contracting out to foster competition between public sector and private sector.

4.Performance Improvement: It emphasizes on output and **providing monetary incentives** for increased performance. It demands quick corrective measures, and **rewards both organizational and individual performance.** This can be done by performance contracting. Both UK and New Zealand are moving from a tenure system of fixed-term contracts. In financial management, public agencies are changing, from cash to accrual accounting, thus making them more cost-conscious and resources-saving.

5.Client focus: It emphasizes the role of public managers in **providing high-quality services** that **citizenry value.** The consumers are reconceptualised as active customers and not just passive recipients. Public sector organizations, as in UK, Singapore and some other nations are setting performance targets, measuring performance and publicizing results for the wider public. The most dramatic is **UK's citizen's charter,** a global statement of the government's service quality commitments, launched by PM John Major in 1991. **Singapore** has set up a **service improvement Unit** in PM office to keep a watch on departmental efforts.

6.Greater devolution and decentralization: To achieve better performance, the manager need **increased autonomy,** NPM allows it. In UK, Australia, New Zealand, and Singapore a distinct trend is noticeable toward shifting **operating responsibilities from the central departments to specific agencies** with clear performance targets and increased autonomy.

7.Flexibility: Greater flexibility **in working conditions** such as contractual appointment, work place bargaining etc. is being permitted to make use of more expertise, **employee creativity** and allowing exploration of more cost effective delivery systems.

8.In NPM, **organizational structures are simplified** and **hierarchies flattened** to create conditions for more positive and productive managerial leadership.

9.It recognized the **importance of providing the human and technological resources** that manager needs to meet their performance targets. In the area of human resource management, recruitment policy has to be directed towards drawing the best available talent from the market and constantly exposing them to **skill-improving training programmes**. Australia is using competency-based training that starts by defining competencies relevant to a given organizational level. UK and Mauritius are tailoring training to the job-needs of rank. Equity initiatives are being taken up in some countries. For instance, Australia has drawn up a strategic plan targeted women, disabled, aboriginal and those with non-English backgrounds. This is **expected to expand the pool of talent available to the government.**

10.Creating competitive environment: The Public Organizations are made to work in competitive and **market like environment.** Their costs may be compared with the market costs and the costs of other Public Organizations. NPM **synergizes relationship between public sector private sector, NGOs, voluntary organizations, and civil society.** Non-government organizations are taking up projects in many countries in the social sector (especially health education, nutrition). In Bangladesh, the role of the Grameen Bank is providing micro-credit to the rural poor, particularly women, has attracted international attention.

Focus on NPM
It is well established that **efficiency is not a function of ownership but of management system and methodology**. Hence there is a need to change the management, system of public organizations.
Thus NPM focuses on:

1.Achieving three essentials: **Efficiency**, **Economy** and **Effectiveness**- a triangle with three essential on each pillar.

2.It focuses on **management**, not on administration, because administration connoted certain degree of superiority, hierarchy, control etc. while **management is more participative in nature.** Thus there should be **public Management** and not Public Administration.

3.Consums interests, stakeholders interest, quality of service.

4.Entrepreneurial role

5.Converting inward looking organizations to **outward looking organizations**.

6.Synergizing relationship between public sector, private sector, NGOs, voluntary organizations, civil society etc.

Anti-Goals

NPM rejects the various concepts and principles of traditional public administration. These are:

1)Politics-administration **dichotomy**

2)Hierarchy ridden organisation

3)Over-centralisation

4)Supremacy of rules in administration

5)Rationality in decision making

6)Impersonal nature

7)Rigidity in administrative process

8)Inward-looking

NPM And Traditional Public Administration

Under the NPM, public sector decision making structures are so designed as to **let managers manage**. This was not so in traditional public administration. Under traditional public administration, it was "Administration', in NPM, it is **"Management".**

NPM stipulates that public servants should have to accept more **personal accountability** for the actions of their agencies in return for enhanced autonomy and flexibility to them. This is clearly a significant departure from the concept of "anonymous" bureaucracy in traditional public administration.

Traditional public administration is inward looking focusing primarily on its own organization; however NPM is more **outward looking**. In the traditional public administration, rules are ends in themselves resulting into red-tapism and associated evils. However, in NPM, rules are considered a means to an end.

Traditional Public Administration	New Public Management
Reliance on **process accountability**	Emphasizes role of **results accountability**
Anonymity for actions taken	More **personal accountability** for actions of their agencies

Dictated by political leadership for macro and micro aspects	Political leadership concerned only with macro policies and goals. All other matters delegated to professional bureaucrats who would be deciding on the basis of economic rationality. Thus it involved reasserting Wilsonian separation of administration from politics with a vengeance.
Focus on **organized structure and process**	Focus on **performance**
Focus on **public bureaucracy**only	Explore problem from many different disciplinary bases
Bureaucratic management	**Professional management** in public sector/private sector management practices
Aggregation into a single central department	Disaggregation of units in the public sector
Inward looking organizations	**Outward looking** organizations
Focus on administration with attitude of superiority, hierarchy, control etc.	Focus on **management with participative** nature
Irrational resource use	Greater **discipline and parsimony** in resource use

What's New In New Public Management

NPM has provided a **new paradigm to the discipline** of public administration. Earlier it was 'administration' **now it is 'management'.** However, there is not much new in NPM, as would be clear from the followings:-

1.It **advocates neo-Taylorism**. Earlier we discarded Taylor's **Scientific Management school** of thought for various reasons primarily because it was alleged that it **led to dehumanization**. But after discarding Taylor's scientific management, though we adopted a number of other views as shown in the diagram. We have **reverted back to the efficiency based scientific management** advocated by Taylor's though with a different orientation.

2.Since it emphasizes that the **public managers be allowed to manage** and **political leadership be concerned only with macro policies**, it essentially involves reasserting the **Wilsonian** separation of administration from politics.

3.The NPM is not so much as an all-together new 'paradigm' as a refreshing **reconstruction of the evolving discipline** of public administration. It needs to be recalled that there has been a long traditions of 'implementation research' pioneered by academic stalwarts like Pressman and Wildavsky. The main issue raised by them has been: How public organizations transform policies into results. No doubt, the **NPM has symbolized** something very new, sweeping the**study of governance and public policy.** Yet, both implementation research and traditional public administration had much to contribute to the new movement.

Criticisms Of NPM

New Public Management, managerialism or market-based administration, which has been followed by most **developing countries since 1990s** is fraught with serious criticisms. '**Managerialism' is seen as a derogatory term** in some quarters, **particularly in India**. There are several aspects of new public management which have attracted criticism.

Revival Of Taylorism:

Pollitt, a staunch critic, sees managerialism representing a **revival of Frederick Taylor's scientific management ideas** which, according to him, are **contrary to** the development of the organizational behaviour **(human relations approach).** Pollitt argues that the managerial reform programme in the 1970s and 1980s "was**dominated by the values of efficiency and economy, with effectiveness a poor third",** while other values – for example, fairness, justice, representation, or participation- were either off the agenda or were treated as constraints on the drive for higher productivity.

Public Choice Theory:

Public choice advocates the **maximization of choice by individuals**, **a maximum role for market forces and a minimal role for government**. The key assumption of public choice is a view of rationality. However in the real world all individuals do not behave rationally and all bureaucrats do not maximize their own utility i.e. increasing their own power, prestige and security. It could be said that the assumption of individual rationality is too sweeping and ignores any selfless or public-spirit behaviour by public officials. The question about **bureaucrats maximizing budgets to achieve their personal ends** suffers from a market lack of empirical test.

Ethical And Accountability Problems:

It is argued that **politicization of the public service** leads to **erosion of ethical standards**. Stillman contends that the emphasis is on an enlarged, politically partisan cadre of loyalists to carry out the work of public administration can and does lead to wholesale **corruption and ethical misconduct in office,** not to mention poor and inefficient performance as well". It can open up the government to **shady practices**, but be continuous: "limited state literature remains largely silent on these vital accountability issues". A few ethical problems may arise in contractual maters. Corruption may result from secret commissions to individual public officials giving contracts, political interference in the selection of contractors, collusion among tenders and acceptance of tenders for prices above the cost of public provision, and so on. It is largely felt that there are greater opportunities for the dishonest with the adoption of new managerialism. In addition, there are difficulties in ascertaining accountability.

Problems Of Politicization:

Under the new managerial approach, it is argued that politicization of public service may lead to the **emergence of spoils system**.

Market Oriented Approach:
NPM accepts market as a model of government and idealizes the **values** and **techniques of private administration**. But NPM **fails to take account of real politic** of government.

The **core of the modern government lies in observance of rule of law** and not market driven mechanism. **Major problems** in public administration are **basically political** and NPM overlooks it.

1.It is good to know how private management works, but at the same time **the unique policy role of the government should not be diluted.** Government especially at the higher levels, has its peculiar ways of accommodating interests, feeling the **pulse of the nation**, **intervening in conflict situations** and**calculating pay-offs** in difficult bargaining situations. This is not so in private organizations.

2.The **'public interest'** lies at the heart of government operational, and it is irreplaceable by any market philosophy.

3.There is a lurking suspicion that the new paradigm might as well lead to **hijacking of the state by the 'private' and the 'powerful'**.

4.It is alleged that the **NPM is centered on the core and** almost **ignorant of the periphery.** It means in addition to the public and private sectors, there are NGOs, voluntary organizations, civil society etc. The **NPM may focus only on government.** People's efforts to organize themselves may be left over.

5.Sometimes it is **alleged** that **NPM** is a moral, caring **little for administrative ethics** which is cornerstone in the running of public affairs.

6.NPM may **result into complete neglect of means**, insensitivity to **social needs** and unresponsiveness to **public interest**.

7.It **revives dichotomy**.

Post 1990's Approach – Development Administration – Concept- Characteristics and Scope

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Introduction :

Development has to be holistic having its bearings on the polity and society. Each nation attempts to be on the path of development irrespective of the fact whether the nation is developed, underdeveloped, or developing. In order to know clearly about development administration, which is innovative, achievement oriented, and dynamic, it becomes important to be conversant with the concept of development because the meaning of

"development" has a distinctive understanding in the literature on development administration.

The Concept of Development Administration :

Dictionary meaning of "development." is teleological, that is, goal-focused. Development as the process is generally referred to as an attempt leading to growth into higher, fuller, and mature conditions. In contemporary parlance, development is interpreted to be a process of desirable changes in the achievement of a multiplicity of goals. For a political scientist, political development involves increase in the levels of political participation, greater progressivism and rationality in the legislative process, more progressive and effective judicial system and more effective political and administrative executive. It also assumes a mature media, independent election machinery, dynamic political parties and enlightened pressure groups. To an economist, on the other hand, development means a higher level of economic development and a greater concern for economic justice. Further, a sociologist looks at development as a process involving greater stratification of structures and a more forward-looking educational, health and other societal systems. Thus, the term development has a common philosophy despite variegated foci of contents.

The Comparative Administration Group, in the early sixties, has had an overriding interest in the area of development administration. Nimrod Raphaeli has discerned two major "motivational concerns" in the literature in comparative public administration: (1) theory-construction and (2) development administration. These two concerns are intertwined. Much theorising in comparative public administration has been related to development, while work in development administration has been concerned with, and contributes to, theory. Thus, the development of theory and theory of development administration has moved together. This is understandable, since the field of comparative public administration is primarily concerned with the comparison of administrative systems of different nations at varying stages of development. It has been recognised that because of its central concern, the study of development administration could be the meeting ground for almost all the approaches in comparative public administration. This could be so, especially when the concept of development administration is considered broadly and not just restricted to the focus on what are popularly called "developing" nations. Interestingly, development administration can also be a meeting ground for portions of comparative public administration and the socalled "New" (American) Public Administration that includes considerable elements of action and goal orientation.

In the literature, the term "development administration' has been used in two interrelate senses. First, it "refers to the administration of development programs, to the methods used by large-scale organisations, notably governments, to implement policies and plans designed to meet their developmental objectives. Second, it, "by implication, rather than directly, involves the strengthening of administrative capabilities". These two aspects of development administration, that is, the administration of development and the development of administration are intertwined in most definitions of the term.

Edward Weidner has viewed development administration in government as "the processes of guiding an organisation toward the achievement of progressive political, economic, and social objectives that are authoritatively determined in one manner or another. Jose Abueva, Inayatullah, B.S. Khanna and Hahn-Been Lee Ibid have taken similar views. The major thrust of most of these definitions of development administration has been an "action-oriented, goal-oriented administrative system". Students of development administration have recognised that the administration of development and development of administration are functionally interrelated to each other. As Riggs has argued:

The reciprocal relatedness of these two sides (of development administration) involves a chicken and egg type of causation. Administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness; and the environment itself cannot be changed unless the administration of development programs is strengthened.

Thus, in the study of development, governmental "capacity" must be taken into account. Generally, research on development administration considers the administrative system and changes within it as independent variables, while the developmental goals are treated as dependent variables. Such a view has been emphasised by scholars like Fred Riggs, Edward Weidner, Joseph La Palombara, and Martin Landau.

Increasing the administrative capability to achieve developmental goals in an "efficient" manner is associated with the concept of planned development, which is based on the desire to achieve particular results within a given period of time and with minimum of cost. Today, development administration is concerned with the formulation and implementation of the four p's – plans, policies, programmes, and projects. Associated developmental models have an underlying assumption that "there are noticeable differences between the states of a system at different time series; that the succession of these states implies the system is heading somewhere; and that there are orderly processes which explain how the system gets from its present state. (To wherever) it is going". A detailed analysis of the models given by Weidner and Riggs is contained in Unit 2. Such directional change has been emphasised by several students as the main thrust of development administration. A scholar has identified that development administration has an "administration of planned change". However, not all planning may be developmental, and not all development administration may be planned. Likewise, planned directional growth and "system change" may or may not move together.

The conceptualisation of development administration involves, as is observed by Saul Katz, problems associated with the construction of any goal—oriented model. It is common knowledge that goal identification is "never simple, and in complex developmental change situations it can be very elusive and difficult. Formal and informal, stated and unstated, intended and unintended, planned and not planned—and goals of whom – these are a few of the dimensions that need to be taken into account. Lack of clarity on important aspects of goal-orientation sometimes causes confusion about the true nature of "development" administration.

Characteristics of Development Administration :

The characteristics of the Development Administration are as under :

Change-Orientation

Development Administration is change-oriented administration. Change involves the movement of system or a structure from one point to another. The reverse of 'change' could be status quo or inertia. Thus, a development administrative system would be dynamic and not 'static'. There is an in-built philosophy of development administration that values change. The change is a strategy for increasing the coping ability of an administrative system in relation to its external environment as well as a mechanism to activate its internal structures. Lately, in the context of a New World Economic order involving globalisation and liberalisation, governance systems are expected to be transformational in character.

Goal-Orientation

As we have pointed out above. Development administration, as defined by Weidner, is a 'goal-oriented' administration. One might ask a simple question: Is an administrative system not necessarily goal-oriented? Do we not define administration as a collective human activity that is designed to achieve certain specific goals? Yes, it is true that all administrative systems per se are goaloriented. Yet what distinguishes the general public administration from development administration is the dominant focus on goalachievement in a more systematic manner. In other words, development administration is that aspect of public administration, which is dominantly goal-oriented. And these goals, as Weidner points out, are progressive in nature. Thus, development administration is concerned with the achievement of progressive political, economic, social and cultural goals.

Progressivism

The element of 'progressiveness' of goals is an accepted feature of development administration. What is progressive for one society may not be so for another. Nevertheless, there appears to be a broad consensus on the nature of progressiveness of these goals in most of the countries, particularly those that are 'developing' societies.

In political systems, progressivism would imply greater participation of the people in governmental affairs. In a democratic system, participation could imply strengthening of the pressure groups, political parties, free voting in elections and greater respect for public opinion in governmental affairs. Increasing participation would involve greater share of the common man in the formulation and implementation of government policies, plans, programmes and projects. It is a very difficult goal to achieve, particularly by an administrative system. Nevertheless, it is expected of a development administrative system to create and promote such conditions that will facilitate greater participation of the people in the process of development.

In the economic sphere, a progressive approach would involve faster pace of economic development and a more equitable distribution of income and wealth. It would involve an

approach of economic justice where opportunities to develop economically are equitably distributed to all sections of society.

In the socio-cultural sphere, a progressive approach would involve universalisation of education, promotion of health facilities for all sections of society, social justice based on equity, secularism and adequate opportunities to all social groups to promote their respective cultural distinctiveness. The emerging emphasis on "people-centred development" is a reflection of such new concerns.

Development Administration, thus, is, an administration designed to achieve progressive political, economic and socio-cultural goals.

Planning

Planning is not a prerequisite to development administration, but it is the most helpful aid to the whole process of goal-oriented change. An Indian scholar, V.A. Pai Panandiker looks at development administration as administration of "planned change". It is true that planning is a strategy that facilitates maximum possible utilisation of human and material resource. And in poor countries, where such resources are scarce, planning gains a central importance. As a programme of action to achieve certain specified goals in a given period, planning helps in the maximum possible utilisation of time and other resources that make the whole process of development effective. Little wonder, almost all developing countries have adopted socio-economic planning as a strategy of development, and even the developed socialist countries continue to place great reliance on the mechanism of planned development. In the New Economic order, the stress on planning, however, seems to be waning. The likely shape of planning would be an indicative planning.

Innovation and Creativity

Development administration is not dogmatic and traditional in its approach to problem solving. Instead, it stresses upon identification and adoption of new structures, method procedures, policies, plans, programmes and projects, which would help, achieve the developmental objectives with the greatest possible facilitations. Experimentation and adaptation are the hallmarks of developmental administration. In India, for instance, organisations such as District Rural Development Agency (DRDA) and Command Area Development Authority (CADA) and programmes such as Integrated Rural Development Programme (IRDP) are Tribal Area Development Programme (TADP) are examples of such innovations. Likewise, use of computers, district planning, national education policy, etc., are other instances of an on-going creative approach to the development process.

This creativity is not confined to the organisational level only. At the group and the individual levels as well, creativity in administration is feasible and its overall contribution to effectiveness of goal-oriented change can be immense. A development administrative system has the responsibility to create an organisational environment, which would be congenial to creativity and innovations.

Flexibility in Organisational Processes

Generally, a bureaucratic administration is considered as a synonym of ruleoriented administration. While it is true that no bureaucracy or administration can function without an adequate set of rules, it is also true that a totally "ruleoriented" administration can fall in the trap of treating rules as ends rather than as means. Such a dogmatic approach can make an administrative system straight jacketed and inflexible and thus make it unfit for promoting development at a faster pace. Development-oriented administration requires an optimum flexibility of operations, which would allow an administrator the required autonomy to apply rules with discretion to certain unique and significantly distinctive administrative situations. Though accountability for any decision made shall remain with the administrator, yet he/she will be granted adequate leeway in using the set of rules to the advantage of the organisation and to the best of his ability and judgement. Yes, the risk is likely to remain of misuse of any discretionary powers, yet this little inevitable risk should not become an obstruction in the process of making a development administration optimally flexible in its functioning. Otherwise, the ideal notions of creativity and innovation will remain only myths.

Higher Level of Motivation

Motivated personnel are the backbone of any organisation designed to achieve certain progressive goals. A development administrative system needs a set of highly motivated personnel at top, middle and lower levels. Such personnel should be committed to the progressive goals designed to be the achieved and should have a high degree of enthusiasm and commitment to accomplish those goals. Their narrow vested interests or comforts should not deter them from acting in the highest interests of the organisation and the society.

What factors can motivate the personnel functioning in development administrative organisation? Essentially, the maxim of need-fulfilment will apply to any group of individuals entrusted with the responsibilities of achieving certain goals. For the developmental administrative personnel too, the bases of motivation will remain the same. Notwithstanding this commonality, it may be stressed that in a development administrative system, the personnel need to possess and demonstrate extra zeal, extra dedication and even perseverance to achieve lofty progressive goals of change. In case it is not possible to create such a cadre of motivated people, there is a likelihood of routinisation of administration resulting in only modest performance.

How to get a group of highly motivated people to guide and man development administrative organisations are a difficult question. Yet, a rigorous exercise in building individuals and groups in a planned manner through proper training can be attempted. Behavioural training for attitudinal change can be effectively employed for creating a new class of motivated individuals.

People-orientation

A development administrative system is a client-oriented (in new parlance, 'customeroriented') or a beneficiary-oriented administration. It aims at providing maximum benefits of its services and products to the very people for whom the organisation is designed. In other words, Development administration is "people-centred" administration, which accords primacy to the needs of its beneficiaries and tries to tune its policies, programmes and actions to these needs.

Here it may be appropriate to refer to a very imporant aspect of motivation that is preeminent in any service-oriented or beneficiary-oriented administration. It is called "extension" motivation, which means motivation to "help" people. Western motivation theorists such as Maslow, Herzberg and McClelland have not highlighted this particular type of motivation, but Indian social psychologists have been successful in identifying and highlighting this notable phenomenon. The assumption of extension motivation is that there is a desire in every human being to be of help to others. There are varying intensities of extension motivation among people, depending on their socialisation and orientations. It can be suggested without much risk of contradiction that in a beneficiary orientated administration, existence of functionaries with a high degree of extension motivation will be a great asset in pushing that organisation towards its goal of responsiveness. No doubt, a development administrative organisation is a "responsive" organisation. It is responsive to the needs, wishes and aspirations of the people that it purports to serve. Responsiveness is a trait that would do well to any administrative system, but for a development administrative organisation, it is a fundamental prerequisite to its successful existence.

Participation

We have discussed earlier that progressive political goals in a society will involve great participation of the people in governmental affairs. The notion of participation gains added importance in the actual functioning of a development administrative system. Development administration involves the participation of the people or the beneficiaries in the formulation and implementation of development programmes. In identifying goals, prescribing objectives, formulating plans, designing action strategies, implementing projects and evaluating performance, the role of the beneficiaries is of utmost importance. That is why the block level and district planning are gaining increasing importance in development administration in India. Not only participation helps in making policies and plans more realistic and down-to-earth, it also mobilises people's cooperation and support in implementing development programmes with minimum cost in terms of manpower, time and money. Participation of the people in development programmes depends on three factors. These are:

Ability to participate which in turn depends on their level of formal andinformal education.

Willingness to participate which in turn depends on the socio-psychologicalframework of society, groups and individuals.

Opportunity provided to the people by the governmental organisations toparticipate. Their absence may cause low participation.

Participation has an important concomitant in decentralisation. A development administrative system effectively utilises the strategies of delegation and consultation and thus makes the administration "grass-root" oriented. People's willing cooperation is sought and mobilised by the governmental authorities and this cooperation and collaboration becomes a potent instrument for making the process of development administration successful.

Effective Integration

Bringing together a host of groups and authorities for the achievement of common developmental goals would require a high degree of integrative capacity in an administrative organisation. Verily, development administration is characterised by a high degree of coordination or integration. And in case, the level of integration is low, the developmental output is likely to be adversely affected. In a development administrative situation, coordination is required to be affected at various levels, among different organisations and units among various positions and functionaries and among the resources available for the achievement of goals. Lack of coordination is bound to result into wastage of resources and mitigation of effectiveness.

As is well known, any developing society experiences a proliferation of structures to equip it to undertake specialised tasks. But what generally happens is that the level of specialisation of functions and structures increases. But a required level of coordination does not accompany this. This gap between specialisation and coordination is termed as "integration lag". Fred Riggs calls that society "Prismatic" where the level of integration (coordination) is less than that of differentiation (specialisation).

Coping Ability

A development administrative system is an "open" system. It receives inputs regularly from the environment and attempts to respond through its outputs, viz., decisions and actions. No doubt there is a continuing interaction between a system and its environment and this reciprocity of relationship is an important trait of development administration.

Every development administrative system functions in an environment, which has its set of sub-systems. For instance, there are the political, economic, social and cultural (including technological) environments in which development administration has to function. Obviously, the influences of these environments affect the nature of functioning and effectiveness of development administration. The political environment places demands for a change and provides direction of movement, the economic environment outlines the agenda of action of the administrative system and puts constraints of resources on it and the sociocultural system creates the milieu in which the development administrative system has to operate.

It does not imply that development administration is only a dependent variable and lacks its own mechanism to influence the environment. Essentially, the process of development

administration is interactional and therefore it would be a mistake on the part of theorists to present it only as a one-directional process.

One thing is clear in this context : Development administration has to respond to the demands and challenges arising from its environment. Sometimes these challenges are moderate and modest and thus do not strain the development administrative system. However, on occasion, the challenges are serious and test the coping ability of the administrative system. A development administrative system, therefore, continuously tries to enhance its coping capacity. This is done though a process of greater sensitivity and responsiveness to the environment and the capacity to strengthen its administrative structures, behaviour and process. This is what is known as "Administrative Development". Development administration is goal-oriented, change-oriented, progressive, planned, innovative, flexible, motivational, client-oriented, participative, it is a highly integrated administrative system with substantial copying ability.

Scope of Public Administration :

With the de-emphasis on the dichotomy between development administration and nondevelopment administration, the scope of development administration as a discipline as well as a profession has increased enormously in recent years. The discipline or the study of development administration has focused on the progressive goals of administrative systems and thus have strengthened the ideological orientation of public administration. Values have taken a central place in the analysis of development administration. Second, these progressive goals are being studied in a very wide context involving political, economic, social, cultural and technological systems. Thus, the students of development administration are examining the variegated dimensions of political, economic, social, cultural and technological development in an objective manner. Third, development administration analysis is not confined to national boundaries and it transcends them and has rightly become cross-national and crosscultural in its approach and orientation. Fourth, its expanding intellectual network has enveloped a number of branches of public administration that have their origin in a variety of functional administrative areas. For instance, areas such as industrial administration, agricultural administration, educational administration, health administration, and the continually growing intellectual network of developent administration would encompass irrigation administration and social welfare administration. Thus, development administration, going beyond the issues of largescale transformation in developing countries, helps in strengthening the empirical base of public administration as a discipline and thus makes it more 'rigorous'. Its ideas and lessons can be fruitfully utilised for facilitating the process of all round development.

Little wonder, development administration, during the past four decades, has influenced the whole notion of governance at the national as well as the international levels. In South Asia, as in other regions of the Asia, Africa and Latin America, the concerns of holistic transformation of societies have penetrated into the philosophy and practices of

governance. The interdependence of political, economic, social, cultural and technological development has become a widely accepted truth. This has made the strategies of national transformation increasingly multi-faceted and ecological in orientation. Second, the administrative system being the crux of the governance system has become an integral component of any process of change. It is impossible to conceive of 'development' in any realm without first examining the requisite role of the administrative system. What lends sustainability to the process of development is a sound administrative system that provides vitality and viability to the change process.

Third, the process of nation building has become closely interwined with the process of institution building as a result of the thrust of development administration. Whether it is urbanisation, rural transformation, educational development, health improvement, women welfare, childcare or technological growth, no organised development is possible without systematic planning, programming, coordinating, human resource management and administration of non-human resources. Thus, the dimension of effectiveness in the process of governance has taken a crucial place. Undoubtedly, this is the clear impact of the sprawling scope of development administration.

Fourth, development administration has paved the way for a new 'humane' administration. It has propelled the promotion of enterprising and inspiring leadership that generates a motivational climate and induces the best among the personnel forming the network of development organisations. This has led to the expansion in the scope of development administration.

And lastly, with the emergence of strong faith in the philosophy of liberalisation, globalisation, privatisation, and public-private partnership, the scope of development administration is transcending the public (government) systems and is influencing the functioning of even the emergent modified private sector that is learning the strategies of co-existing and co-functioning with the public system without in any way imbibing the dysfunctionalities of bureaucracies. In times to come, the scope of development administration is bound to further expand vertically as well as horizontally.

Significance of Development Administration :

Development administration has emerged as the meeting point of empirical as well as normative concerns. That way, it is post-behavioural in character and is akin to the movement of New Public Administration. Some students of development administration are concerned primarily "with the normative questions, with the desirability of proposed courses of action, with prescriptions for the maximisation or optimisation of selected values," while others have a dominant interest in "empirical question, in the descriptions and analyses of existing practices and situations, and in the prediction of what is likely to happen under given sets of conditions". These foci have been interdependent. Scholars interested in prescription generally seek help of empirically based knowledge, while students interested primarily in empirical studies often chose a subject of study for its probable policy relevance. The study of development administration has generally had a dominant normative concern with enhancement of

administrative capabilities in "developing" nations particularly. Thus, it is natural to find an emphasis on various normative questions in the field.

All policy sciences must have a paramount concern with the question of values. Thus, development administration has been viewed as "an aspect of public administration that is centrally concerned with one of the many values men seek and which varies in the strength and kind of allegiance it commands country to country, group to group, and person to person" (Weidner, op. cit). This focus has provided the whole area of public administration with a programmatic goal or value orientation. Development administration studies both the process of selecting values and the ways in which they influence administration in various ecological settings.

Further, the concept of development administration helps in relating administrative means to administrative ends, and thus aids the process of selecting appropriate means for achievement of developmental goals in various cultural contexts. Such a developmental focus can subtly reflect the parochial bias of what Dwight Waldo has called "ethnocentrism" (Waldo, 1968). To guard against this, research must recognise the diversity of ecological settings in which development may occur. In addition, the study of development administration can assist the practitioners of public administration to identify conditions that maximise the rate of development in these various settings .

While discussing the scope of development administration, it was made clear that this discipline, during the past four decades has brought a metamorphosis in the analysis and application of the governance systems across the world. It has stressed upon the role of administrative system in generating and sustaining change in its environment. Thus, the non-administrative obligations of the administrative system have magnified the status of bureaucracy as a key factor in changing the social order. In the analysis on development administration, the dynamism of administration is highlighted as a requisite to nation building. Further, the stress on goals and their achievement has helped development administration go beyond the parameters of the 'goal-theory'. Development administrative theorists have highlighted that in a democratic society, a democratic administration can help, evolve and strengthen participatory philosophy and strategies. In this ambience emerge leaders who are visionary and motivational who, through goalorientation and with an eye on future, create a motivational climate and an open communication system that facilitates the development of people-centred development. The whole structure of administrative systems creates a more effective climate for purposive action. An integration of goals by the administrative system through its mechanism of planning and programmes helps in the process of holistic development of social orders. This holistic approach, in turn, promotes a value-based transformation that gives central place to the premises of equity, justice, instrumental values and positive work culture.

An important contribution of development administration is in strengthening the

"regulatory" administration through the generation of additional resources and the creation of a climate of stability and happiness that, in turn, lends credibility to the governance system.

Conclusion :

The above analysis underlines the growing impact of development administration on the broader governance systems. Although there are objections to this concept emanating from several intellectual quarters, the fact remains that the whole literature of public administration in the last four decades bears the imprint of development administration. As the World Economic Order continues to unfold itself, the nature and scope of development administration is bound to change further. This adaptability is an intrinsic vitality of development administration that would lend it sustainability.

State versus Market Debate

Introduction :

The State Vs Market Debate

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Introduction :

Economic historians tell us that swings in dominance between state and market go back many centuries. Over the last 200 years these swings seem to have gathered in speed. The industrialization process of the West in the 19th century was characterized by a dominant market and a small government sector. After World War I the state took over, not only in the Soviet Union. Western governments also assume growing roles after the Great Depression and then during and after World War II, with the rise of socialist ideology, the economic theory of "market failure" and the belief in planning by government as a way to promote a stronger economy and a better life for its citizens.

By the late-1970s the socialist, central planning and statist models ran out of steam around the globe, as a backlash of neo-liberalism, based on the ideas of Milton Friedman and translated into the policies of Ronald Reagan and Margaret Thatcher, took hold in many parts of the world, including in Russia after 1990. "Government failure," excessive size of government and too much state intervention were blamed for many of the world's ills. Smaller government and a dominant market were seen as the solution.

The State vs market debate has been most discussed issue in India for much of the 1990s as there was gradual shift from a major role for the state in the economy to primacy to the market and private enterprise. Even services like water and electricity were considered for transformation into private market-driven enterprises. Many economists pointed out that this shift was not confined to India and had occurred during the 1980s in Latin America, Africa, Asia and the old Soviet Union and its satellites. The stimulants were the collapse of the Soviet Union and the rise of the Chinese economy as a powerful driver of world trade and investment.

Economic opinion saw a shift in the pendulum from the primary role for the State in the economy in the 1950s and 1960s to a dominant role for private enterprise and the market.

This shift in the relative roles of the State and private enterprise took place first in the US and UK. When the first archconservative American Presidential candidate Barry Goldwater in the 1960s preached less government, few took him seriously. His disciple

Ronald Reagan as President introduced policies and programmes that were to the right of Goldwater. He embraced the Laffer curve and cut taxes, increased defence spending to record levels, pushing the Soviet Union into economic breakdown as it tried to compete, and raised deficits to unprecedented levels.

A **market economy** is economy based on the division of labor in which the prices of goods and services are determined in a free price system set by supply and demand. A free market economy is a social structure where each individual owns property and labor, and voluntarily trades their property and labor with others to make themselves better off.

In market economies the market prevails in both the productive and the social spheres. The strength of this system lies in its flexibility, competitiveness and generally high rates of growth. But it suffers from high inequality, serious pockets of poverty, neglect of environmental problems and possible financial crises. Most market economies face pressures towards greater engagement by the state, especially in the social and environmental sphere.

A **state-run economy** is a social structure where one individual or group (the "state") forces individuals to trade their property and labor with each other as the state sees fit. State economies rely on the market for allocation of production and consumption, but involve the state actively in providing for the social welfare of the citizens (and often in protecting the environment). This provides for more equal societies, more social harmony and a better ability to cushion economic shocks. But the fiscal cost of these social programs is high, and the burden of high taxes produces inefficient labor markets and reduces business entrepreneurship, thus depressing economic growth. For this reason, state economies generally face pressures to reduce the benefits and hence burden of the welfare state and to rely more on market forces in the social sphere.

Building up to the Debate: The Classical Economists and Marx :

The classical liberal political economy of David Hume and Adam Smith argued that the market system of private property, contract and consent could simultaneously achieve individual autonomy, peaceful domestic and international cooperation, and economic prosperity. Individuals pursuing their own interests within this setting would generate a pattern of outcomes that was socially beneficial. The argument of these thinkers was not that the pursuit of self-interest under any institutional regime would produce public benefits. Absent private property, for instance, unbridled self-interest would lead to the degradation of resources, not the creation of wealth.

Under the "right" institutional conditions, however, Smith argued that individuals pursuing their own ends would generate the same pattern of resource use that an omniscient and benevolent mind would have generated. Thus was born the contrast of designed and undersigned order. The proposition of self-regulation of the market economy was central to the invisible hand story that Smith told. This proposition would be challenged on several fronts by subsequent generations of political economists.

The problem of monopoly, as understood at Smith's time, was not a problem inherent in the operation of the market system. Quite the opposite, it was understood as an outcome of government privilege. Nevertheless, those who came after Smith, like Marx, argued that the unregulated market economy necessarily led to the concentration of capital in the hands of a smaller and smaller group of individuals. The bigger the firm, the story goes, the better a position it is in to compete with smaller ones. Bigger firms possessed more market power and would use this power to dictate the terms of exchange in such a way that it led to their growth at the peril of small firms. Thus the logic of competition would favor the big and, with that, advantage their ability to thwart pressures of competition. In this fashion, the market economy was said to tend towards monopolization.

In addition to the problem of monopoly, the market economy was said to possess another inherent feature that undermined Smith's claim of self-regulation. This feature was the tendency towards overproduction. Contrary to J.B. Say and his "law" which postulated a tendency for aggregate supply and demand to equate in the unhampered market economy, many political economists including Marx maintained that the market economy generated a general glut of goods. Met with general oversupply, the market was led to periodic business cycles, creating ups that were ultimately followed by economic crises in their wake.

The upshot of these features of the market economy meant that rather than creating a "harmony of interests" as they do in Smith's story, markets instead create conflicts of interests. Furthermore, due to the endemic waste brought on by crises, the unregulated market would generate less economic prosperity than might be obtained otherwise. Finally, given the abundance of idle resources including labor, workers would be disadvantaged in exchange relationships with firms and would be subjected to "wage slavery," pushing wages to subsistence levels. In short, rather than simultaneously creating individual autonomy, social cooperation and economic prosperity, the market system would produce wage slavery, class conflict and irrational production.

By socializing the means of production, socialism would substitute production for use in the place of production for exchange. Whereas under capitalism the invisible hand operated to guide resource use, under socialism resource allocation would be "rationalized." Planned resource use would replace the anarchy of production in the market. In doing this, in addition to achieving the liberation of workers and the cooperation of mankind, socialism would generate greater prosperity than capitalism was ever capable of producing.

The First Two Stages of the Debate: 1920-1937 :

In order to understand how the Austrian conception of the market, and in particular how Hayek's, differed from that of their neoclassical cohorts, we must first understand the general stages that the debate concerning socialist calculation went through. Only in doing this is it possible to realize in the same way that the Austrians at the time did, what was unique and different in their approach.

In offering what they believed to be a refutation of capitalism, the socialists thought they had also established the fact that economic analysis (in addition to being incorrect) would be unnecessary in the socialist world. Against this claim, following the marginal revolution and in the years leading up to 1920, Friedrich von Wieser, Joseph Schumpeter, Leon Walras, Vilfredo Pareto, Enrico Barone, Fredrick Taylor and Frank Knight all pointed out that if socialism was to rationalize production, it would have to succeed in satisfying the same formal requirements that capitalism was said to achieve under conditions of equilibrium. In other words, if rationalization implied the most efficient use of resources, which is the meaning it would have to have, then socialist rationalization would need to satisfy the optimality conditions which are described using marginalist principles. This point was little recognized by socialists until about 1920.

In 1920, Austrian economics' most prominent figure, Ludwig von Mises, published his piece, "Economic Calculation in the Socialist Commonwealth," where he critiqued socialism on the grounds that economic calculation in a socialist system was impossible. We will discuss Mises' contribution in this regard below and later when considering how Hayek formulated his argument against the socialists. For now it is sufficient to recognize that between the time this article appeared in 1920 and 1935, the debate concerning socialism was controlled by Mises' argument. Contributors believed that they had to respond to Mises' critique and none had provided an argument that won the general consensus among theoretical economists.

With the coming of the Great Depression the underlying confidence many economists had in the self-regulating properties of the market was lost. In addition, theoretical developments by Joan Robinson and Edward Chamberlin, and causal empiricism by Berle and Means had laid the groundwork for microeconomic criticisms of the efficiency of modern capitalism. Socialism now appeared as hope for a better arrangement of economic affairs.

Against the backdrop of this intellectual climate, the Polish economists Oskar Lange launched an attack on Mises' argument that met with long-lasting and overwhelming approval among technical economists. Indeed, between 1937 and 1985, the basic consensus among professional economists was that the Austrian argument against socialism did not hold at a purely theoretical level and was empirically naïve.

Mises' 1920 article, which served as the core of this Austrian argument, proffered the following straightforward argument against socialism. Socialism, he pointed out, means the abolition of private property in the means of production. Furthermore, one its fundamental goals is to achieve advanced material production in order to accomplish the

transition from a condition of "necessity" to a condition of "freedom." In order to achieve advanced material production, however, the socialist system of production must tend toward the optimal use of resources. Any suboptimal use of resources would need to be recognized and corrected or else advanced material production would not be possible.

In a system of private ownership, Mises argued, economists had come to understand how resource use was guided. Private property provided a strong incentive for people to use resources efficiently because they bore the costs and reaped the rewards of their activities. Prices established on the market signaled to producers and consumers about the trade-offs they would have to make in purchasing inputs and outputs. And finally, profit and loss accounting would inform market participants about whether their business decisions accorded well with underlying tastes and technology.

In light of this, Mises posed the following question to the socialists: In the absence of the institution of private property and the business practices of a market economy, how would socialism motivate and inform its participants in order to achieve optimal production? Mises argued that socialism would be without any means to achieve its ends because the means chosen—abolition of private property—were fundamentally incoherent with regard to the ends sought—advanced material production.

Without private property in the means of production, Mises argued, there would be no market for the means of production. Without a market for the means of production, there would be no money prices for the means of production. Without money prices reflecting the relative scarcity of the means of production, there would be no way for economic planners to assess the opportunity cost of resource use. In short, economic planning would be groping in the dark. There will be no economic basis upon which to pursue project A rather than project B, decide what resources in what combination should be used to pursue one of these projects, establish whether or not the project was successful or a failure, or even if it should be undertaken at all. Rational allocation of resources under socialism was impossible. The notion of a "socialist economy" was therefore oxymoronic. There could be no socialist economy, only planned chaos.

What was Lange able to say against this in 1936-37 that would so convince the profession of economists that Mises was wrong and socialism was workable? In the belief that socialism, if it was to achieve its claimed outcomes of advanced material production, must satisfy the formal conditions of economic efficiency stipulated by marginalist principles, Frederick Taylor, Frank Knight, H.D. Dickinson and Abba Lerner began developing an argument that used modern neoclassical economics to assure the efficiency of socialist economic planning. Using the same line of neoclassical reasoning, Lange was able to formulate his critique of Mises.

In deploying the formal similarity argument, Lange provided the following blueprint. First, allow a market for consumer goods and labor allocation. Second, put the productive sector into state hands but provide strict guidelines for production to firms. Namely, inform managers that they must price their output equal to marginal costs, and produce that level of output that minimizes average costs. Adjustments can be made on a trial and error basis, using inventory

as the signal. The production guidelines will ensure that the full opportunity cost of production will be taken into account and that all leastcost technologies will be employed. In short, these production guidelines will assure productive efficiency is achieved even in a setting of state ownership of the means of production.

Lange went even further in his argument for socialism. Not only is socialism, by mimicking the efficiency conditions of capitalism, able to theoretically achieve the same level of efficient production as the market, but it would actually outperform capitalism by purging society of monopoly and business cycles that plague real-world capitalism. In the hands of Lange (and Lerner) neoclassical theory was to become a powerful tool of social control. Modern economic theory, which Mises had thought so convincingly established his argument, was now used to show that Mises was wrong. In the eyes of the economics profession, Mises had been decisively defeated with this argument.

Market Economy Vs State Economy :

A **market economy** is economy based on the division of labor in which the prices of goods and services are determined in a free price system set by supply and demand. A free market economy is a social structure where each individual owns property and labor, and voluntarily trades their property and labor with others to make themselves better off.

In market economies the market prevails in both the productive and the social spheres. The strength of this system lies in its flexibility, competitiveness and generally high rates of growth. But it suffers from high inequality, serious pockets of poverty, neglect of environmental problems and possible financial crises. Most market economies face pressures towards greater engagement by the state, especially in the social and environmental sphere.

A **state-run economy** is a social structure where one individual or group (the "state") forces individuals to trade their property and labor with each other as the state sees fit.

State economies rely on the market for allocation of production and consumption, but involve the state actively in providing for the social welfare of the citizens (and often in protecting the environment). This provides for more equal societies, more social harmony and a better ability to cushion economic shocks. But the fiscal cost of these social programs is high, and the burden of high taxes produces inefficient labor markets and reduces business entrepreneurship, thus depressing economic growth. For this reason, state economies generally face pressures to reduce the benefits and hence burden of the welfare state and to rely more on market forces in the social sphere.

Conclusion :

There is also the option that neither a free market nor a state run economy is the optimal ways of running things. The problem with both of those is that they exist in a mass hierarchical society.

In a hierarchy wealth will always flow upwards, whether that is due to the invisible hand or the visible hand. All that changes is who is running the show - a bunch of wealthy capitalist merchant bankers or a bunch of politicians.

Humans have lived for many thousands of years and still do live in tribes where there is no hierarchy and no central control. They retain all of what they produce and it's both efficient whilst at the same time ensuring everybody is provided for.

Tribalism isn't about the degree of technology but rather how things are structured. Many businesses in recent times have moved over to a tribal structure. There is no hierarchy; the business exists for the purpose of providing a living for its members, rather than employees providing a living for shareholders.

Module 04   Accountability and Control :

Concepts of Accountability and Control

Introduction- Accountability, Control

Difference between Accountability and Control

Types of Accountability and Control

Internal Control & Accountability (a) Budgetary control

Personnel Management Control

Organisational and Method/Management Control

Administrative Ethics and Professional standards

Leadership

External Control & Accountability

Legislative Control and Accountability

Control on delegated legislation
President's speech
Financial control
Budget Discussion

Audit Report

Reports of the Estimates Committee and

Public Accounts Committee of Parliament

(d) Other forms of Legislative Control
Question hour
Half an hour, short discussions, Calling attention   motion
Zero hour discussion
Adjournment debate
No-Confidence Motion
Debates on Legislation
(e) Parliamentary Committees
Committee on Assurances
Committee in Subordinate Legislation

Executive Accountability and Control
Recruitment and promotion system
Executive law making
Budget
Staff agencies

Civil service code for conduct and discipline
Appeal to Public Opinion

(iii) Judicial Control and Accountability

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Introduction :

Accountability :

Accountability is to take complete responsibility by a person or an organisation for what he/she or the organisation did or failed to do (which was their duty) and must be able to give a satisfactory reason for it and the use of authority entrusted in them to carry out that responsibility. It is to check whether a work was done or not and Accountability as a process is performed after the work is completed or is supposed to have been completed.

Civil servants though not directly accountable to the People or their representatives but they are Vigilance authorities and Ombudsman in all organisations to keep a tab on them and also they are indirectly accountable for their action/exercise of authority to the people through the political executive (who are answerable to the Houses of Parliament for their Ministries) and Courts of Law.

If there is no accountability then the civil servants would turn into despots (unfair/cruel rulers), arbitrary and corrupt.

Responsibility : A job or duty that a person is entrusted with in order to perform and complete them.

Authority : The legal right to control.

Control : The contemporaneous mechanisms to check whether work is being done and done in the proper manner as specified on time is Control. It is carried on simultaneously while work is being done through its various forms which will be discussed below.

Difference between Accountability and Control :
Accountability happens after the job is complete or when some work has been done whereas control is performed simultaneously as the work is being done,side by side.

Types of Accountability and Control :
Generally, there are two types of accountability and control, which are Internal and External Accountability and Control. They are discussed in detailed as follow :
Internal Control & Accountability :

It is a part of the Administrative Machinery and work automatically and spontaneously with the movement of the machinery as self regulating devices and act as brakes in an automobile. It comprises of -

Budgetary control - Every department and official is given information about the amount of funds they have and they have to perform within it,if it goes overboard then they are accountable. These funds are passed by the Parliament/Legislature through voting and is not easy to get and once they are used they are audited by the CAG and the Finance Ministry sanctions funds to the departments and Ministries once Parliament passes it.

Personnel Management Control- Every official is made aware of his rank,grade and salary and there are rules and regulations that govern the work conditions and conduct of the personnel and if that is not followed and then a pre-prescribed punishment is meted out.

Organisational and Method/Management Control- Regular inspections are done and requisite training is provided to officials for efficient execution of their responsibilities.

Administrative Ethics and Professional standards - Moral and accepted beliefs of behaviour are promoted amongst officials.

Leadership- Leadership acceptance increases with an increase in hierarchy and position and that is encouraged to keep the motivation and morale of officials going. It should not be seen only in the negative light of a control mechanism for irrational patterns of individual's employees' activities but as a positive mechanism of harmonising individual's activities into rational patterns.

External Control & Accountability:
The controls within the constitutional machinery e.g. Legislative control, executive control, Judicial control. Public control through media, interest groups, voluntary organizations, Civil society, Citizen's Charters, Right to Information, Social audit are also a form of external control. A thing to note is that external and internal controls are not exclusive categories but are interdependent and complement and supplement each other. **Lets discuss these in detail now.**

Legislative Control and Accountability :
The legislature exercises general power of ' direction,supervision and control of Public administration ' as per Willoughby. Through budgetary review and other devices of investigation it keeps a check on them. The bureaucrat is shielded for his actions by the minister through the policy of ministerial responsibility to the legislature. However, there are many means by the legislature to enforce responsibility in the executive, which are:

Control on delegated legislation: Normally the legislature is entrusted with the job of making laws but in complex and stressful conditions of the modern society,the State is caught up with many things at one time and is not able to concentrate and study a particular issue properly leads to a situation of delegated legislation or delegation(giving) of some of its law making powers to the administrative authorities. However,the administrative authorities are strictly subordinate or under the terms of the statute of the delegation and is subject to judicial review if it violated the terms of conditions of the agreement and its validity can be measured as well.

Delegated legislation has become a necessary evil as nowadays matters brought before the legislature to make laws are highly technical and usually the legislators do not possess such specialist knowledge and so lay down the general principles (basic ideas/rules) and leave the technical details to be sorted out to the administration to make the rules through the process of delegated legislation. It brings in flexibility and is immensely helpful in times of emergencies.

The legislature should clearly;y spell out the limit of the power delegated so that there is control maintained. The delegation should function under the rules and regulations of the agreement made between the legislature and them. It should be transparent and public should be allowed to participate. Judicial review is a must for the smooth and legal functioning of the delegated legislation.

President's speech: Addressing both the Houses of Parliament before starting every new session of the parliament and also on other occasions aims to broadly and clearly read out the policies and activities of the executive in the time immediately ahead. General discussion is then held regarding the president's speech and this gives an opportunity to the parliamentarians to appreciate or criticise the administration for doing or not doing their duties. President's speech is a means to bring in the public's voice in the parliament and not to coerce the parliamentarians as they follow the party guidelines.

Financial control : Parliament exercises control over the finance and funds given to administration for their various activities.

Budget discussion: Before the financial year begins there is an 'annual financial statement' called the 'Budget' that is laid down before the houses of parliament. After that the general discussion takes place on it and all doubts are sought to be cleared. Then there is a voting done to pass it and then the funds are granted. So it is not an easy procedure to get funds.

Audit Report : The CAG,an independent agency, audits all the accounts of income and expenditure of the govt at centre as well as States and causes to lay down the same before the parliament as well as legislatures of different states through the president and governor of respective states respectively to be reviewed and hold accountable the concerned people.

Reports of the Estimates Committee and Public AccountsCommittee of Parliament : The parliament appoints these committees from amongst themselves through voting and consensus. The PAC scrutinises the CAG's report and also reviews the financial transactions of governmental departments. Then there is an audit report compiled by the PAC that is presented for discussion and questioning before the House. The Estimates committee makes recommendations for improving organisation,securing economy and providing guidance and alternative policies and examine whether the money is well laid out within the limits of the policy implied in the estimates in the presentation of their estimates.

Other forms of Legislative Control :

Question hour - one hour, that is 11 a.m to 12 p.m. of every parliament day is reserved for questions where around 30-40 oral questions are asked normally and then there are supplementary questions along with the original question that helps cross examine the minister. It helps the public attention to focus on a particular issue and avoids ministerial and bureaucratic arrogance from creeping in.

Half an hour, short discussions, Calling attention motion - The half an hour discussion is subsequent to the question hour when there is dissatisfaction regarding a particular answer given by the concerned minister and so there is more time given to extract relevant information and ventilate public grievance,etc. Short discussions needs prior notice to the speaker and is of a matter of urgent public importance and the govt. has to reply. No voting takes place here and not more than two hours in a day can be devoted to this. The Calling Attention Motion is a tool used for drawing the govt's attention to a serious policy administration/implementation issue and the govt has to answer immediately once the motion is admitted by the speaker of the house or it may ask for time to prepare the answer if thorough detailing and understanding is required.

Zero hour discussion- It happens after the question hour that is 12 p.m. and since 12 p.m. is also called zero hour therefore it is named 'Zero Hour'. Here upto five members are allowed by the Speaker to raise matters of public importance under rule 377(If in the opinion of the Speaker, any notice contains words, phrases or expressions which are argumentative, unparliamentary, ironical, irrelevant, verbose, or otherwise inappropriate, he may, in his discretion, amend such notice before it is circulated) of the rules of parliamentary procedure.

Adjournment debates- On intimation of an urgent matter for debate,the normal business of the House is adjourned and the debate on the topic ensues.

No-Confidence Motion- Also called censure motion. It is raised by a member or members when they express a lack of confidence in the govt for any reason.If the motion is allowed

by the Speaker then the debate is held and at the end of it a vote of confidence is sought by the govt. failing which the entire cabinet/govt. has to resign thus leading to formation of a new govt.

Debates on Legislation- Normal business of legislation where new laws are enacted or amendments are sought to existing laws.

(**e) Parliamentary Committees:**
Estimates and Parliament Accounts Committee we have already discussed so now we will discuss other relevant ones:

Committee on Assurances - It undertakes scrutiny of promises, assurances, undertakings, etc. given by the Ministers from time to time on the House floor and reports on: to the extent that they have been implemented and whether it has fulfilled the minimum conditions of its purpose. Thus making the Ministers wary of their promises and efficiently perform their duties through the administration.

Committee in Subordinate Legislation - It controls and scrutinises the govt activities regarding administrative delegation of legislative powers.

Executive Accountability and Control :
In a parliamentary and democratic system of governance there is the political executive (govt.) and the permanent executive(bureaucracy) . Here will be discussing the political executive's control over the permanent executive where the permanent executive works under the political executive through ministries and departments and is responsible to the political executive who in turn is responsible collectively to the House of Parliament especially the House of the people or the Lok Sabha and that's how they are answerable to the people. Lets discuss those controls in detail :

Recruitment and promotion system - The UPSC and state PSC's appoint and remove personnel however the general rules of appointment,eligibility,age,etc to these posts and the recruitment procedure is laid down by the govt. of the day.

Executive law making- Through the process of delegated legislation as discussed above and ordinances (rule made by the govt or president which is temporary in nature unless passed in due time by the Houses of parliament) in times of emergencies and is not questionable in a court of law however if the objective of the ordinance is not fulfilled then people can approach court for accountability.

Budget - Before the financial year begins there is an 'annual financial statement' called the 'Budget' that is laid down before the houses of parliament. After that the general discussion takes place on it and all doubts are sought to be cleared. Then there is a voting done to pass it and then the funds are granted. So it is not an easy procedure to get funds.

Staff agencies- Union Cabinet committees like Economic committee, Foreign affairs committee, etc whose task is to advise,direct and coordinate the ministries linked to the subject matter of these committees. Cabinet Secretariat which is headed by a civil servant called the Cabinet Secretary and a joint secy, two deputy secy,two under secy, two asst secy and four staff officers from the defence services.It deals with coordinating between various ministries and departments and the govt. and also maintains all details of meetings,deals with matters of organisation and personnel and presides over various committees on the behalf of the govt.

Civil service code for conduct and discipline :
Bureaucrats are supposed to be neutral and apolitical to carry out their duties and they have guidelines and rules laid down for correct and ethical behaviour which they follow lest they attract disciplinary action and suspension/dismissal.

Appeal to Public Opinion : The bureaucracy is generally change resistant and likes to follow their own rules where the public is concerned and this is the reason for public dissatisfaction with the bureaucracy. Therefore,to counter this the bureaucracy is often seen being directed to coordinate with pressure groups and other voluntary organisations to carry out/implement public policy and this is how they connect with the people to maintain their status.

Judicial Control and Accountability :
The Courts have the authority and right as per the constitution of India to examine the legality and validity of acts of the permanent executive in order to safeguard the citizen's rights. An aggrieved citizen or party on his/her behalf can file a civil or criminal suit in the court if his rights have been violated or if any particular act of the legislature is ultra vires or unconstitutional that is is not in spirit of the constitution and has a corrupt objective it is struck down and made null and void by the courts of law.

Mechanisms of Accountability and Control- Executive, Media, Interest Groups, Right to Information, Social Audit, Civil Society and People's Participation

Synopsis :

1)   Introduction

2)   Executive

Recruitment and promotion system
Executive law making
Budget
Staff Agencies

Media

Interest Groups

Sectional Interest Groups

Promotional Interest Group

Right to Information

Appellate authorities (a)   First appellate
authority
(b) Second appellate authority:

Social Audit

Regulatory audit
Proprietary audit
Performance audit

Civil Society

People's Participation

Citizens Charter

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Introduction :

The problems of accountability and control arise because of the distance between those who determine direction and priorities, those who decide how work is done and what resources are applied to that work, and those who do the work. With distance comes the risk that the goals and priorities of people in different parts of the organisation will diverge.

The requirement for public accountability adds complexity to the issue of control in central government. Control is necessary not only to ensure that government organisations succeed in achieving their purpose, but also to ensure that public responsibilities are properly exercised and that the responsible parties can account for their performance. Mechanisms of Accountability and Control i.e. Executive, Media, Interest Groups, Right to Information, Social Audit, Civil Society and People's Participation affects the administration of any country. These mechanisms plays pivotal role in the administration of the Country. The detailed information about these mechanisms can be given as below :

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In a parliamentary and democratic system of governance there is the political executive (govt.) and the permanent executive(bureaucracy) . Here will be discussing the political executive's control over the permanent executive where the permanent executive works under the political executive through ministries and departments and is responsible to the political executive who in turn is responsible collectively to the House of Parliament

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Media :
Media is a collective/plural word for medium. And by media here we mean the various mediums of mass communication which is news channels, newspapers, radios, journals, magazines, etc. It airs public views and is a medium of connection between citizens and the State. It has wide reach. State policies and public views on it are disseminated through the media and thus helps both parties effectively leading to development of the country.It holds the political and permanent executive accountable to the people through its forums for debates,discussions and polls,etc.

There is the State controlled media that is the govt media which is more than often biased and then there is the pvt funded media that does lobbying for its investors and there is the independent media that is free from govt or corporate control and are small in reach.
However,what worries the people many a times is when the media resorts to unfair means and gets corrupt ending up as mouthpieces of various politicians and corporate houses. Therefore, It is necessary to regulate them from time to time regarding ownership and management. There should be a code of conduct along with a grievance redressal cell for each office of the public media. Local and folk media should be encouraged.

Interest Groups :

Interest group refers to virtually any voluntary association that seeks to publicly promote and create advantages for its cause. It applies to a vast array of diverse organizations. This includes corporations, charitable organizations, civil rights groups, neighborhood associations, professional and trade associations. They often resort to legal and illegal means,violent or peaceful and make the govt bow down to their cause and make a certain policy or amend certain policies by putting pressure on the govt and administration via their sheer number and financial as well as political strength.

There are two types of Interest Groups :

Sectional Interest Groups: Work for interests of a particular section like for example writers association or teacher's association,etc.

Promotional Interest Group : Work for public good and not any particular section. Example - Group against child labour, etc.
They help in holding the govt and administration accountable because people have confidence in them.

Right to Information :

It is the citizen's right to know and right to information regarding administration and its performance.

This has helped bring immense transparency and efficiency in the administration since it was implemented in 2005 in India. It was hailed that the fundamental rights of 'freedom to speech and expression' as well as right to life cannot be fulfilled and safeguarded without relevant information.

Tamil Nadu was the first to implement this act in its state and now almost all states have followed suit. Each central level government office or organisation has to have a RTI cell headed by a Public Information Officer who will receive RTI's from common citizens and is to disseminate the relevant information within the time specified usually 30 days to provide an answer to the appellant. But if there is a threat to life of the applicant than that information is to be provided within 48 hours and if the information is regarding a third party then it has to be provided within 45 days. The RTI department is headed at the Central level by the Chief Information Officer and his subordinates.
At the state level there is the State Chief Public Information Officer and his subordinates.

Appellate authorities

If the applicant does not receive a answer or does not receive a satisfactory answer where information is denied then he/she can approach the appellate authority which are:

First appellate authority : Should be an officer senior to that of the Public Information officer in that agency and designated as the appellate authority.

Second appellate authority : If still unsatisfied or denied information the applicant can then approach directly to the State Chief Public Information Commissioner and then the Central Chief Information commissioner which is provided on the website of each govt. organisation and the Chief Information Commissioner's official website.

The tenures of the Chief Information Commissioner and his State counterparts are secured for 5 years or 65 years,whichever comes earlier. They are appointed by the President on consultation with PM,opposition leader and cabinet ministers. At the state level,the authorities are appointed by the Governor and a committee appointed by the governor. They are not eligible for reappointment but a State Chief Information Commissioner can be promoted to the rank of Central Chief Information Commissioner but still it should be within his 5 years tenure. They can be removed from office for proven misconduct by the president at centre and governor for state level.

In case of delaying information, destroying evidence, mala fide information provided,denying information by any agency or organisation of the center or state govt like UPSC, UKPSC, RAILWAYS, etc then the Chief Information Commissioner of center as well as states can penalise the Public Information officers of those organisations and other officers there to the tune of rs 250 per day to maximum rs 25000 which will be recovered from their salary/pension. The commission's verdict can be challenged in the High Court and Supreme Court.

Any act which goes contrary to the RTI act will be considered null and void (the acts are section 5 of the official secrets act and Indian evidence act).
If an application has been sent to the wrong dept then also it cannot be rejected and it is the duty of the receiver to redirect it to the concerned dept and PIO within 5 days as the information has to be provided to the applicant within 30 days.
If there are some information that cannot be provided for the above mentioned reasons in an application but 2-3 other questions can be answered then the whole application will not be rejected and the relevant information will be provided for those 2-3 questions.

However, people need to be educated and should on their own get educated about this act and mechanism and there needs to be a proper system that should be in place and also there is a lot of corruption that goes on here as a corrupt officer does not worry about giving rs 25000 and file notes are put on files and then removed as and when required when it is to be said that do not provide this information,so the culprit is not able to be caught. Therefore, stringent measures are needed. People need to be educated that if they are not satisfied by anything and all rules have been violated after the application was made then they should approach the courts and sort things out only then this corruption will end.

Social Audit :

Audit is a mechanism to appraise loyalty of expenditure and revenue to check whether the mandate has been followed as specified and the purpose is achieved.
Different types of audit:

Regulatory audit: To check whether there is fraudulent activities going on.

Proprietary audit: Money may not have been spent economically and is wasted. This audit helps check that.

Performance audit: Nature of spending or earning may not come out with the required result/objective. This type of audit helps check the functional(job related) and structural level (organisation) in performance and increases efficiency.

Social audit is a contemporary version of Audit and not only takes into consideration economical activities but also social and cultural aspects by taking a holistic view of policy impact. It does a detailed study of socio-politico-economic-psychological dimensions of the society and also the environmental dimensions in order to bring about true development of the country and its people.

To conduct a social audit proper and measurable indicators as well as techniques and skills/expertise as well as unbiasedness are required and are employed by bringing in civil society too along with the government. Panchayats are a big help in this. Once problems are identified then actions and steps are taken that are relevant to cure and prevent the issue from cropping up in future.

Civil Society :
Civil society is the arena outside of the family, the state, and the market where people associate to advance common interests. It is sometimes considered to include the family and the private sphere and then referred to as the "third sector" of society, distinct from government and business. Dictionary.com's 21st Century Lexicon defines civil society as

the aggregate of non-governmental organizations and institutions that manifestinterests and will of citizens or
individuals and organizations in a society which are independent of the government.Sometimes the term is used in the more general sense of "the elements such as freedom of speech, an independent judiciary, etc, that make up a democratic society".
NGO's and NPO's are part of civil society. However there is no unanimous view to define civil society and it keeps changing.

The civil society also does include political parties and professional organisations. They help encourage public interest and participation and helps in formulation and

implementation of policies of govt. as well as bring core issues of concern in the eyes of the govt to take care of.

Citizens Charters :
It is a charter that seeks to make administration people friendly and incorporates the following in it to enforce the above :

Responsibilities of an agency.
Standards while performing these responsibilities.3) Mechanisms for grievance redressals.

It began in UK with the mission that administration should be responsive. For a successful citizens charter it should possess six major principles :

Setting the standards - Standardisation of services so that there is a standardmaintained and nobody falls below that.

Information and openness- Citizens should get all relevant information.
Choice and consultation-People should be consulted while formulating aswell as running it in order to gauge its effectiveness else it is redundant because it is made for the people only.

Putting things right-Things should be made right and done the correct way

Value for money-The money charged should not be exorbitant and shouldsatisfy the consumer.

Courtesy and helpfulness- The personnel should be courteous and helpfulalways.

In India this mechanism is yet to be developed and matured and the organisations that possess it either do not display it or people are not aware of it and thus are fooled by the employees.

People's Participation :
Public administration aims at the welfare of the people. In a modern state administration is run by the government which is elected by the people directly on democratic method. The representatives of the people control the administration. The political executives formulate the policy of the government and the administration of political executive implements these policies into practice.

In the modern world, public administration is an integral part of the development process and has a significant role to play in the gigantic task of national development. It would be a mistake if the importance of public administration were not fully recognised by those involved in national development.

More and more countries, especially developing countries and the United Nations (Public Administration Division) now attach too much importance to public administration as a mechanism for national development. It goes without saying that nature of public administration varies from country to country depending upon the political, social and economic systems. It functions in a particular environmental setting.

As such any attempt to discuss the subject of public administration in the diversity of systems and situations, would invite the danger of over simplification in making generalizations. Nevertheless, there is convergence of experience about the increasing role of the government in the overall development efforts of national development. This place an increasing responsibility upon the public administration, public sector and its effective functioning have, therefore, come to be recognised as key factors in national efforts for economic and social change.

In the developing world of Asia, Africa and Latin America governments play a pivotal role in national development. These countries want to be modern in the sense of increase in national income per capita and sustained social and economic welfare of their people. In these countries public sector has come to occupy a place of far-reaching importance.

Since the Second World War, the functions of all governments, especially governments of developing countries, have significantly increased. They are now concerned with more complex functions of nation-building and socio-economic progress of their countries. Development is the centre of their policies. They want to achieve national development.

There is great pressure on governments to accelerate national development, make use of up to date and relevant technological innovations, adopt and facilitate necessary institutional changes, increase national production, make full use of human and other resources and improve the level of living.

In developing countries there is national resurgence self-realization and aspiration for self-assertion and rapid socio-economic progress. This throws a challenge to public administration. To meet the challenge three propositions should receive widespread recognition.

First, the government of the developing country should play a central role in promoting, economic and social development. Second, to fulfill this role, there is the need of expansion of administration capabilities at all levels of government. Third, public administration must itself adapt to the changing circumstances, if it is to be a mechanism for developing process. But in spite of all these things public administration alone cannot achieve the objectives of not on development if it does not have the support, cooperation and participation of people at large. It is a truism that quality of public administration in a country would depend largely upon the quality of the people meaning it. So it is the common man whether joins public administration or not is the most important element of the democratic system.

People's participation has become an important part of present day administration when its scope and objectives have increased manifold in the modern welfare state. Involvement and participation of people is an important constituent of the formulation and implementation of development plans.

Since the late 1960's the term people's participation has been acquiring a growing popularity. It represents a revived interest in the philosophy of participatory democracy promoted by French political philosopher Alexis de Tocqueville who propounded that individual citizen participation is essential to the survival of a democracy, and that democracy is undermined when people are incapable of influencing government decisions.

This is known as the "bottom' up rule". The development process in a developing economy can acquire fuller meaning if the citizens not only associate themselves in planning development but also participate fully in development administration. If the fruits of the plans have to reach the common men, it will be essential to ensure that at every stage of planning and implementation there is full participation of this citizens. V. Subramanian writes, "The success of any programme of action depends on response to it of the citizens and particularly the class of people whom the programme is intended to benefit.

The performance of a social welfare programme should be measured only against the criteria of social transformation and improvement in the standard of living. "Welfare of all" is the focus of all social welfare programmes. The limited success of these programmes, both governmental and voluntary is due to certain weakness. Most of the government programmes, whether controlled or regulated, do not encourage active participation of people. Administrative agencies which do have provisions for involving people in the programmes, do not implement the provisions. Committees formed to take strategic and operating decisions do not even meet once during the term.

Due to low education and training regarding the nature and objectives of the welfare programmes, people are less enthusiastic and active in contributing their efforts. Only right motivation can stimulate them to be active. People's representatives are mostly nominated. So they cannot defy their masters. Influential people like politicians, administrators and landlords are, therefore, able to manipulate decisions. Our political structure encourages participation of politicians in carrying out social work. This practice prevents others. What is required to make these social welfare and development programmes effective is people's participation and not political participation. Participation cannot be imposed on the people from above; it should be voluntary and based on will to participate. By participation, we mean direct involvements of people are not through their representatives.

This is because given the existing socio-economic, political structure of the society in most of the developing countries, the so called it representative of the people are most likely to

represent the rich rather than the interest of the poor majority. People's participation or involvement can better be understood in four senses:

Participation in decision-making.
Participation of policy formulation and implementation of development programmes and projects.
Participation in monitoring and evaluation of development programmes and projects.
Participation in sharing the benefits of development.

In an unequal society like ours a minority of rich and powerful villagers have shared the large portion of benefits and the majority of the society i.e., poor section has always been deprived. Actually what happens that the poor individually cannot share tip or speak out for their rights and privileges and remain simply silent spectators in the development process. Therefore, only through mass mobilization people's participation, which implies effective participation of the majority, is possible.

However, mobilisation of the poor is not an easy task. In the face of their said experiences and economic hardships and social limitations, the poor are often skeptical of and apathetic to any new proposals and measures ostensibly designed to improve their lot. Participation of citizens in national development effort is becoming increasingly prevalent both through voluntary agencies and non-government organisation. Citizen participation differs from country to country depending upon the political, social and economic system the country has.

In developed countries, participation is due to citizen's consciousness of his responsibility and from his determination to be associated in some way or other with the process of governmental decision-making and action. But in developing countries participation has not taken the pace momentum. Government of these countries feels the need to provoke the participation because it helps them to achieve their objectives. Participation in these countries initiated by government authorities. It may, however, be stated that growth of participation in both developed and developing countries has arisen from three reasons one is the expansion of state activities and other is explosion of knowledge and communication and their contributory factor in the citizen's participation is the perceived failure of bureaucracy to meet the growing demands of the people at the local level and the preachment that the amateur know more about policy needs at any level than the civil servants. All these factors have made the growth of citizen's participation in the national development efforts all the more effective and challenging.

Module 05 Importance of Judicial Administration in Modern Era :

Ethical and moral values in Judicial Administration

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Introduction :

The word ethics derives from the ancient Greek word éthos'. The subject of ethics is the problems of morals and morality. The main difference between ethics and morals is that ethics is not dealing with certain actions, but it rules the acts of individuals on a higher level, the so called meta level, and it reflects to acts on a theoretical way. When it comes to morals, we mean rules and values which are generally recognized and compulsory for a group of people. In general, we can state that moral is developed over time in a society. The term ethics refers to rules of behavior based on ideas about what is morally good and bad. Ethics is a philosophical area of study, a set of principles dealing with ideas related to correct and incorrect behaviors, based on a solid moral background. Ethical rules applicable for certain professions are referred to as professional ethics, and if we gather these rules, we come to the code of ethics, which is a guide of principles designed to help a group of people or professionals to behave and work honestly and with integrity. A code of ethics, as a document, outlines the mission and values of the concerned organization, how professionals are supposed to approach problems and defines the ethical principles based on the organization's core values and the standards.

The judges' code of ethics is a specific collection of profession related ethical rules applicable for judges which contains the ethical principles of the judiciary, based on the core values of the judicial system. The main difference between this code and the other profession related codes of ethics is that the one applicable for judges stipulates rules for not only labor hours but for free time as well. The aim of this code is not only to set down various recommendations and prohibitions, but to inspire judges to develop a common way of thinking when it comes to ethics. In September 2014, the European Network of Councils for the Judiciary (hereinafter: "ENCJ") established a project team to adopt minimum standards in connection with disciplinary proceedings. After a continent-wide research, a report named Minimum Judicial Standards V was published. The report emphasizes that a code of ethics applicable for judges should be created at a national level, and to ensure its enforcement, the member states should establish a separate body for receiving complaints.

In a liberal democratic state, the judiciary has four main responsibilities including formulating the rule of law through the interpretation and application of law to respond with a verdict, settling disputes, checking legality and being a player in state politics. To accomplish these four duties, the basic principles of a liberal democratic state must be upheld along with the principles of a legal democracy and state. The judiciary also has to interpret and apply the law along with the constitution, and to provide impartial adjudications of disputes between the state

and individuals, between individuals, and between different levels of government within the state.

The reliance on the courts and on judicial means for addressing core moral dilemmas, political controversies and public policy questions is arguably one of the most consequential phenomena of the late twentieth and early twentieth century government. Equipped with newly attained judicial review, national high courts worldwide have been frequently asked to resolve a range of issues, varying from the scope of expression and religious liberties, reproductive and privacy freedoms, equality rights, to public policies pertaining to criminal justice, education, labour, and environmental protection. The increasing political importance of courts has not only become more globally widespread than ever before but it has also extended its scope to become a manifold, multifaceted phenomenon that distends well beyond the now 'standard' concept of judge made policy-making.

The basic law of the Irish State is the Constitution of Ireland adopted by referendum in 1937 replacing the Constitution of the Irish Free State (1922). The Constitution is the canopy under which justice is administered and legal rights enforced in courts established by law. The Constitution delineates a separation of powers among the organs of State, executive, legislative and judicial. It guarantees the judicial protection of fundamental rights and also due process in the administrative and judicial spheres. It may be invoked by individuals to challenge the constitutionality of laws passed by the Oireachtas and to seek redress for breach of constitutional rights. Subject to the Constitution the legal system is based on the common law tradition. (1)

The judiciaries role in the community is manifested not only in what judges do but also in the way that they do it. This is called the judicial style. There is an evident difference between the style of judges in civil law jurisdictions and the style of judges in common law traditions. In recent times there has been an insistence upon satisfactory accountability of all the institutions within the government, which needs to be reconciled with the principles of independence, has to be addressed and accepted. A lot of the publics money is invested in courts, and the people are entitled to expect that the work of individual judges is done efficiently, as well as fairly, deliver their judgements in a relatively prompt manner and will manage cases with due regard to consideration of economy.

To achieve the characteristics of a judiciary, developed democracies have relied on "the culture of the judiciary". When judges enter office they swear to uphold the rights of all citizens and the constitution, self integrity, peer pressure, and public scrutiny combine to make judges, at least at the highest level, to abide by their oath. By setting these standards for promotion, they can help harbour the same behaviour in their future peers and at lower levels. The duty of fairness and the principles of natural justice have been established by the courts through judicial review focus on the vital issue whether, in all circumstances, the procedure followed in a particular case was fair. The transparency and open process of decision-making that have been structured through judicial review are one of the safeguards in achieving an acceptable equilibrium between the country's need for security and the rights and freedoms of its citizens. A multi-dimensional approach is needed to successfully deal with this challenge. Judges will continue to rely upon the insights and wisdom of the legal community. The input from a variety of disciplines is however also essential. Community and government workers, academics,

social scientists and policy makers can assist the judiciary in attaining more complete perspective. There is a need to strive for the intricate and complex balance which will foster the growth and development of rational and sound principles under the new legislation. Legislature also has to recognize that it cannot exert influence over the workings of the court and selection of its personnel since it is a party to many disputes between citizens and their representatives that the judiciary has to resolve. Legislature, for example, has to acknowledge that its purpose is to represent citizens and operate within the structures based on rules defined by the constitution. Representation does not mean unchallenged power. The judiciary protects the citizens should their duly elected representatives in the legislature choose to undertake such actions that violate constitutional rights of anyone in the society. The involvement of other branches of government in workings of the court should be as limited as is possible. In instances where any rule is deemed unsuitable constitution also delineates the process of amending the constitution.

The judiciaries role in formulating or applying policy is a subject that has associations extending well beyond judicial review of administrative decisions. When policy formation is thought of as being part of the judicial function it is important that it is comprehensible as to what is being said to be going on, and how the judicial method is related to it, the judicial role and the judicial capacity. While there is a development in common law, as a response to changing needs as well as appropriate pressure for rationalisation, there is an accountability for such development by judges to follow the wisdom of laws in the constitution and proposed change. They accomplish this within the propensities of their own discipline.

Another matter worth weighing might be the changing attitude of the legal profession, and others, towards the use of litigation as a technique for achieving political and social objectives. We have long been accustomed to the use of litigation as a weapon in corporate and commercial rivalry, but we are seeing an upsurge in what might be described as the politically and socially aggressive use of litigation. This has also resulted in a change in the character of the work coming before some courts, and has a significant effect on the way in which courts appear to the public to behave.

As a democratic society, we have witnessed momentous changes in the relationship between individuals and the state. The judiciary possesses the knowledge and experience to make tremendous contributions to the maintenance and continuing evolution of our democratic society. The role of the courts as resolver of disputes, interpreter of the law and defender of the Constitution, requires that they be completely separate in authority and function from all other participants in the justice system.

Constitutional Morality And Judicial Values :

Justice and Rule of Law are perhaps two of the noblest concepts evolved by the wit of the man that survived the test of the time through out the world. Ancient Indian culture pays a tribute to dispensers of justice and the Upnishads also proclaim that "Law is the King of Kings. It is more powerful and rigid than they (Kings). There is nothing higher

than law. By its power the weak shall prevail over the strong and justice shall triumph" . Upholding Constitutional morality and judicial values is indispensable to ensure an individual his inalienable fundamental rights in the process of dispensing justice. But in the modern days there has been a precipitate diminution of admiration and a sharp erosion of the constitutional and judicial values which ought to actuate the administration of justice. Keeping the morality of the constitution or preserving, perfecting, and perpetuating it, has evolved as the greatest challenge for the contemporary States in the twenty first century.

In a democratic order the concept of constitutional morality and judicial values assume myriad dimensions and implies several consequences to the dignity and freedom of the individual. Constitutional morality means adherence to the core principles of the constitutional democracy. In Dr. Ambedkar's perspective, Constitutional morality would mean an effective coordination between conflicting interests of different people and the administrative cooperation to resolve the amicably without any confrontation amongst the various groups working for the realization of their ends at any cost . For Ambedkar, moral fabric of the society, governed and the governance must be strong. In other words, public conscience, moral order and constitutional morality- ethics of politicians, that constitute the core of policy making, must be very sound and strong if democracy is to survive for the long period of progress and prosperity for the common people. Thus the scope of the definition of Constitutional Morality is not limited only to following the constitutional provisions literally but vast enough to ensure the ultimate aim of the Constitution, a socio-juridical scenario providing an opportunity to unfold the full personhood of every citizen, for whom and by whom the Constitution exists. The values that are identified as fundamental by the Judiciary in administering justice are considered as judicial values. The courts being the intermediately between the people and the other organs of the state, is vested with power to scrutinize legislation and administrative actions on the anvil of the constitution and the law in matters brought before him.

Diligence, in the broad sense, is concerned with carrying out judicial duties with skill, care and attention, as well as with reasonable promptness. The constitutional umpires can't always browse through the Articles for solutions to the constitutional deadlocks; they should be guided by the spirit of the constitution, political morality and democratic ethics. Independent and fearless judiciary is primarily responsible for retention of the parliamentary democracy, protection of constitutional values and fundamental rights of the people.

The implications of Constitutional Morality without Judicial Values and judicial values without Constitutional Morality are equally absurd. Constitutional Morality is a sentiment to be cultivated in the minds of a responsible citizen but to be promoted by an independent judiciary embodied with values and ethics. Where judicial diligence is absent and judicial integrity is questioned Constitutional Morality cannot be upheld. The fruits of the morality of Constitution are enjoyed where the people can come to the courts to redress their grievances, and it is pertinent to note that it is not only important they are heard, but it is important, they believe they have been heard. Constitutional morality and judicial values are both inextricably

entangled to deliver justice to the sovereign mandate. Morality envisaged in the constitution is meaningful when it's judiciously protected for the welfare of the people. The judiciary being the custodian of Indian constitution is entrusted with obligation to incorporate judicial values in its undertakings to ensure the achievement of constitutional goals. To uphold the majesty of law and constitution for the public interests the constitutional morality shall be complemented and supplemented by the judicial values.

Conclusion :

The Constitution embodied with the will of the people to govern them is not an end but a means to an end i.e. Justice, Social, Economic and Political, a triune phenomenon inscribed as a pledge in the Preambular glory of our Constitution and the adherence to Constitutional Morality and Judicial Values is inalienable in accomplishing it. Let heaven falls, but justice shall triumph! In the presence of a Constitution embodying every human aspect for safeguarding the morality of individual and ensuring judicial values, "if things go wrong under the Constitution the reason will not be that we had a bad Constitution. What we will have to say is that Man is vile!"

Role of State in Judicial Administration

Modern nation-state functions through a set of institutions. Parliament, the judiciary, executive apparatus such as bureaucracy and the police, and the formal structures of union –state relations as well as the electoral system are the set of institutions constituted by the idea of constitutionalism. Their arrangements, dependencies and interdependencies are directly shaped by the meta-politico-legal document- i.e., Constitution. The legal system derives its authority from the Constitution and is deeply embedded in the political system; the presence of judiciary substantiates the theory of separation of power wherein the other two organs, viz. legislature and executive stand relatively apart from it. Parliamentary democracy works on the principle of 'fusion of power,' and in the making of law, there is direct participation of the legislature and the executive, it is the judiciary that remains independent and strong safeguarding the interests of the citizens by not allowing the other organs to go beyond the Constitution. It acts, therefore, as a check on the arbitrariness and unconstitutionality of the legislature and the executive. Judiciary is the final arbiter in interpreting constitutional arrangements. It is in fact the guardian and conscience keeper of the normative values that are 'authoritatively allocated by the state.' The nature of the democracy and development depends much on how the legal system conducts itself to sustain the overall socio-economic and political environment. The Indian Judicial System is one of the oldest legal systems in the world today. It is part of the inheritance India received from the British after more than 200 years of their Colonal rule, and the same is obvious from the many similarities the Indian legal system shares with the English Legal System. The frame work of the current legal system has been laid down by the Indian Constitution and the judicial system derives its powers from it. The Constitution of India is the supreme law of the country, the fountain source of law in India. It came into effect on 26 January 1950 and is the world's longest written constitution. It not only laid the framework of Indian judicial system, but has also laid out the powers, duties, procedures

and structure of the various branches of the Government at the Union and State levels. Moreover, it also has defined the fundamental rights & duties of the people and the directive principles which are the duties of the State. In spite of India adopting the features of a federal system of government, the Constitution has provided for the setting up of a single integrated system of courts to administer both Union and State laws. The Supreme Court is the apex court of India, followed by the various High Courts at the state level which cater to one or more number of states. Below the High Courts, there are the subordinate courts comprising of the District Courts at the district level and other lower courts. An important feature of the Indian Judicial System is that it's a 'common law system'. In a common law system, law is developed by the judges through their decisions, orders, or judgments. These are also referred to as precedents. Unlike the British legal system which is entirely based on the common law system, where it had originated from, the Indian system incorporates the common law system along with the statutory law and the regulatory law.

Another important feature of the Indian Judicial system is that our system has been designed on the pattern of the adversarial system. This is to be expected since courts based on the common law system tend to follow the adversarial system of conducting proceedings instead of the inquisitorial system. In an adversarial system, there are two sides in every case and each side presents its arguments to a neutral judge who would then give an order or a judgment based upon the merits of the case. Indian judicial system has adopted features of other legal systems in such a way that they do not conflict with each other while benefitting the nation and the people. For example, the Supreme Court and the High Courts have the power of judicial review. This is a concept prevalent in the American legal system. According to the concept of judicial review, the legislative and executive actions are subject to the scrutiny of the judiciary and the judiciary can invalidate such actions if they are ultra vires of the Constitutional provisions. In other words, the laws made by the legislative and the rules made by the executive need to be in conformity with the Constitution of India.

Importance of Financial Autonomy in Judicial Administration

Judiciary and Parliament are siblings. Both are children of democracy,". Legislature, executive and judiciary have to work as "equal partners" in administration of justice and they should hold hands and correct each other. Issues concerning administration of justice are so complex. They cannot be addressed by judiciary alone.... The executive also has a stake. Only a well-coordinated effort between the legislative, executive and the judiciary will achieve it. In an effective democracy, the solution does not mean only the removal of problem. We must be able to feel the pulse of the people, Batting for "financial autonomy" for judiciary in spending allocated funds, while it is Government's prerogative to decide the allocation, the judiciary should be given the financial autonomy regarding the sue.

Judicial administration in the country suffers from deficiencies due to lack of proper planning and adequate financial support for establishing more courts and providing them with adequate infrastructure. For several decades the courts have not been provided with any funds under the five-year plans nor has the Finance Commission been making any separate provisions to serve the financial needs of the courts.

The Commission recommends the setting up of a 'Judicial Council' at the Apex level and Judicial Councils at each State at the level of the High Court. There should be an Administrative Office to assist the National Judicial Council and separate Administrative Offices attached to Judicial Councils in States. These bodies must be created under statute made by Parliament. The Judicial Councils will be in charge of the preparation of plans, both short term and long term, and for preparing the proposals for annual budget.

The Commission is of the view that the budget proposals in each State must emanate from the State Judicial Council, in regard to the needs of the subordinate judiciary in that State, and will have to be submitted to the State Executive. Once the budget is so finalized between the State Judicial Council and the State Executive, it should be presented in the State Legislature.

Government of India should not throw the entire burden of establishing the subordinate courts and maintaining the subordinate judiciary on the State Governments. There is a concurrent obligation on the Union Government to meet the expenditure for subordinate courts. Therefore, the Planning Commission and the Finance Commission must allocate sufficient funds from national resources to meet the demands of the State judiciary in each of the States.

E-Governance in Judicial Administration

Introduction

Benefits of E-governance

E-Governance in Judicial Administration

e-Courts, the Electronic Mode of Filing

e-Justice

e-Justice: Global

Types of Interactions in E-Governance

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Introduction

E-governance, expands to **electronic governance**, is the integration of **Information and Communication Technology (ICT)** in all the processes, with the aim of enhancing government ability to address the needs of the general public. The basic purpose of egovernance is to simplify processes for all, i.e. government, citizens, businesses, etc. at National, State and local levels. In short, it is the use of electronic means, to **promote good governance**. It connotes the implementation of information technology in the government processes and functions so as to cause **simple, moral, accountable and transparent governance**. It entails the access and delivery of government services, dissemination of information, communication in a quick and efficient manner.

Benefits of E-governance :

Reduced corruption.
High transparency.
Increased convenience.
Growth in GDP.
Direct participation of constituents.
Reduction in overall cost.
Expanded reach of government.

Through e-governance, the government plans to **raise the coverage and quality of information and services provided to the general public**, by the use of ICT in an easy, economical and effective manner. The process is extremely complicated which requires, the proper arrangement of hardware, software, networking and indeed re-engineering of all the processes to facilitate better delivery of services.

E-Governance in Judicial Administration :

Over a period of time, the accumulated cases in the courts have grown so much that the Judges have to spend a large part of their time just in finding dates for adjournments. The lawyers themselves have developed a vested interest in the adjournments since it keeps them artificially employed over a longer time. In the process, honest litigants feel harassed and dishonest litigants encash the benefits of the delay.

Most evidences are destroyed by the time they are taken up for scrutiny as witnesses forget the events and make mistakes. The only beneficiary of this system is the criminal who can dodge the law for as long as he wishes. This is where, E-courts come in. Models

of E-court of Singapore had been the inspiring factor for many a states in India. To speed up the justice delivery system, the Centre has embarked on a pilot project for mass computerization and networking of the subordinate courts in the metro cities. The project of computerization and networking of city courts will have the facility for filing of complaints to courts through e-mail by payment of court fees and stamp duty by credit card.

The project envisages installation of one computer each in the courtroom and in the chamber of judges and their networking and linkages with a central enquiry and facilitation center. Parties would be able to file their complaints and petitions and also make enquiries about pending cases at these centers. The centers will furnish relevant information to the litigants and lawyers. They will be informed of the defects in the complaints/petitions, if any, without the need to access individual courts and asked to rectify them within two weeks. Thereafter, the case will be given a registration number and allocated to a judge/magistrate according to the work distribution already fed into the computer and a date for appearance of parties would be given.

e-Courts, the Electronic Mode of Filing :
The e-courts facilitate the filing of applications and even arguments through the electronic mode. e-courts enable filing of Electronic FIRs, Petitions, Affidavits etc. supported by a digital certificate as the basis of identification. e-Court aims at speeding up the search and retrieval of data in criminal trials by using multi-media databases through inter-and internet. E-courts enables to deliver orders by hearing arguments through video-conferencing. One particular benefit of the e-Court system is that it has a "public user" facility. If a Council chooses to become a public user, the Court on the Council will electronically serve all new applications to the Court where that Council is a respondent. E-Court offers a high level of security and only parties can access e-Court matters.

e-Justice:
The concept of e-justice can be applied in other fields of judiciary or quasi-judicial systems and delivery mechanism, such as handling of consumer grievances relating to insurance, banking services, services marketing and service matters. The submission of complaints by the Consumers to the Redressal Forums, Banking and Insurance Ombudsman, Motor Vehicle Tribunals and Service Tribunals are to be permitted through electronic media, electronic filing of written statements, arguments will help to cut short the delays in pronouncing the awards/judgment. Disputes relating to empowerment and services matters, issues relating to commercial transactions, money suits and family disputes are allowed to settle through only dispute resolution methods, which are costeffective. Use of e-legal system will be striking balance between the two sayings — "Justice delayed is justice denied" and "Justice hurried also is justice buried".

In the process, a research has to be undertaken, and an amount of effort has to be made to identify areas of existing legislations where the information technology can be functional to cut down the delays in judicial processes. A full-fledged and comprehensive study is to be

made to use the electronic media effectively without compromising quality of service. A comprehensive checklist is to be designed to display on the websites stating the requirements of the forms/documents/evidence and other enclosures to be submitted along with the petitions/complaints through Internet. Calculations of court-fee, online payment of court fee, an 'e' library, data of cases of different courts, networking with other government departments for accessing the required authenticated data without waiting, screening the petitions/complaints through Internet, inviting discussions/debates from the public in public interest litigation, making available the judgments pronounced, and other related services can be utilized by using the electronic media. The research may help in formulating a perfect plan of action for application of information technology in the 'e'- justice.

e-Justice: Global e-Justice, a pilot initiative funded by United Nations Development Programme (UNDP) is a citizen centric approach for providing access to justice through Information and Communication Technology (ICT). It will help to provide a crucial link between rule of law, poverty eradication, human rights and sustainable human development and to provide better access to justice.

The project aims at promoting legal awareness through an electronic interface by presenting the key legislations in a simple manner and by simplifying relevant judgments, certain procedural regulations and enlightening on the existence of alternative remedies and making the same available to the general public through information Kiosks etc.

Types of Interactions in E-Governance :

G2G (Government to Government): When the exchange of information and services is within the periphery of the government, is termed as G2G interaction. This can be both horizontal, i.e. among various government entities and vertical, i.e. between national, state and local government entities and within different levels of the entity.

G2C (Government to Citizen): The interaction amidst the government and general public is G2C interaction. Here an interface is set up between government and citizens, which enables citizens to get access to wide variety of public services. The citizens has the freedom to share their views and grievances on government policies anytime, anywhere.

G2B (Government to Business): In this case, the e-governance helps the business class to interact with the government seamlessly. It aims at eliminating red-tapism, saving time, cost and establish transparency in the business environment, while interacting with government.

G2E (Government to Employees): The government of any country is the biggest employer and so it also deals with employees on a regular basis, as other employers do. ICT helps in making the interaction between government and employees fast and efficient, along with raising their level of satisfaction by providing perquisites and addon benefits.

E-governance can only be possible if the government is ready for it. It is not a one day task, and so the government has to make plans and implement them before switching to it. Some of the measures include Investment in telecommunication infrastructure, budget resources, ensure security, monitor assessment, internet connectivity speed, promote awareness among public regarding the importance, support from all government departments and so forth

E-governance has a great role to play, that **improves and supports all tasks performed by the government department and agencies,** because it simplifies the task on the one hand and increases the quality of work on the other.

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