

# INTRODUCTION TO PUBLIC ADMINISTRATION

For PU Semester - 1 PUB MDC - 1 - 101



VIBHA SHARMA



# Introduction to Public Administration

*(for PU Semester – 1 PUB MDC - 1 - 101)*

By

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## Unit- I

### Chapter 1: Meaning and Significance of Public Administration

**Objectives:** The objectives of the chapter are to:

1. [Introduction](#)
2. [Meaning and Definition of Administration](#)
3. [Meaning and Definition of Public Administration](#)
4. [Nature of Public Administration](#)
5. [Scope of Public Administration](#)
6. [Significance of Public Administration](#)
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#### 1. Introduction

Administration as an activity is perhaps as old as organised life though Public Administration as a discipline is of a comparatively recent origin. The concepts of government, governance and administration have roots in ancient times. The Ancient treatise *Arthashastra* written in the BC era by Kautilya or Vishnugupt or Chanakya deals with Politics and Administration. It gives an insight into issues related to governance while enumerating the functions of the king, king's offices and officials, trade and commerce, local government, personnel and financial administration etc. It deals with the science of wealth and the science of governance, all important aspects of governance besides dealing with the welfare of children, infirm, afflicted and helpless.

The origin of Public Administration as an academic discipline can be traced to the year 1887 when *Woodrow Wilson* advocated for the separation of Public Administration from Political Science. 'The Study of Administration', an essay published by *Woodrow Wilson* is considered to be the defining point in the emergence of Public Administration as a separate discipline. He stated that administration is a field of business and it lies outside the sphere of politics. *Woodrow Wilson* is considered as the founder/father of the discipline of Public Administration.

## 2. Meaning and Definition of Administration

Public Administration is made of two words – Public and Administration. Let us now understand the meaning of ‘Administration’ first. The word administration is made from two Latin words, ‘ad’ + ‘ministrare’, which means ‘to serve,’ ‘to direct’, ‘to control’, and ‘to manage affairs’. Administration thus simply means management of affairs.

- **Oxford Dictionary:** According to Oxford Dictionary, the term administration means ‘managing the affairs.’
- **Nigro:** “Administration is the organisation and use of men and materials to accomplish a purpose”.
- **H.A. Simon:** “Administration in its broadest sense is the activities of groups cooperating to accomplish desired ends”.
- **Pfiffner and Presthus:** “Administration is the organisation and direction of human and material resources to achieve the desired ends”.

On examining of the definitions of Administration given by various scholars, it can be concluded that Administration means cooperative and collective efforts of men and materials to achieve the desired goals of an organisation.

## 3. Meaning and Definition of Public Administration

Public Administration, as stated earlier, is made of two words Public + Administration. The addition of the word ‘Public’ before ‘Administration’ gives it an entirely new dimension. The word public here means ‘governmental.’ Public administration therefore simply means governmental administration. It refers to the mobilisation and proper utilisation of material and human resources by the government and its agencies to achieve the desired ends. Following are some definitions of Public Administration:

- **Woodrow Wilson:** “Public Administration is a detailed and systematic execution of the law. To him, every particular application of general law is an act of Administration”.
- **John F. Pfiffner:** “Public Administration consists of getting the work done by coordinating the efforts of people so that they can work together to accomplish their set tasks”.
- **Dwight Waldo:** “Public administration is the art and science of management as applied to the affairs of State”.
- **H. A. Simon:** “Public Administration is concerned with the activities of the national, state and local governments”.

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- **R. Presthus:** “Public Administration is the art and science of designing and carrying out public policy”.
- **F.A. Nigro and L.G. Nigro:** have given the following detailed definition of Public Administration:
  - i. It is a cooperative group effort in a public/governmental setting;
  - ii. It covers the executive, legislative and judicial branches of the government and their inter-relationships;
  - iii. It plays an important role in the formulation of public policy and is a part of the political process;
  - iv. It is different in considerable ways from private administration; and
  - v. It is associated with private groups and individuals to provide services to the community.

### **Analysis**

While analysing the various definitions of Public Administration, two distinct views emerge. Scholars such as H.A. Simon and L. Gulick argue that Public Administration is primarily concerned with the executive branch of the government. In contrast, scholars like D. Waldo and Woodrow Wilson adopt a more comprehensive perspective, asserting that Public Administration encompasses all three branches of government — executive, legislative, and judiciary — along with their inter-relationships. The most inclusive definition has been provided by F.A. Nigro and L.G. Nigro, who describe Public Administration as a cooperative group effort in a governmental setting, covering not only the executive but also the legislative and judicial branches and their inter-relationships. According to them, Public Administration plays a vital role in policy formulation, is deeply involved in the political process, and differs significantly from private administration. They also emphasise its collaborative nature with private groups and individuals in delivering services to the community.

## **4. Nature of Public Administration**

A scholar comes across the following two broad views as far as the nature of Public Administration is concerned. Managerial View and the Integral View.

### **4.1. Managerial View**

- The Managerial View is the narrower view of Public Administration that considers the work of only those persons who are engaged in the performance of managerial/executive functions as a part of Public Administration.

- Scholars - H.A. Simon, Smithburg, and Thompson advocated this view.
- Luther Gullick says Administration has to do with getting things done. He has given these managerial functions an acronym POSDCORB which stands for Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting.
- This view of Public Administration consists of only the managerial activities of the government. The scholars of this view do not consider any other activity as a part of the administration.

#### **4.2. Integral View**

- The integral view is the wider view of the nature of Public Administration. According to this view, Public Administration includes all the activities undertaken in pursuit of and in the fulfilment of public policy.
- Scholars - L. D. White, Woodrow Wilson, M. Dimock, J. Pfiffner advocated this view.
- All the activities, whether managerial, manual, technical, or clerical, are considered to be a part of Public Administration.
- The activities of a secretary to the government, who is involved in the managerial activities at the senior level, to the activities of the government functionaries at the lower levels of the hierarchy, *i.e.* a foreman/watchman/ward boy, all are included in Public Administration.

The Nature of Public Administration is thus considered from both Managerial and Integral views. The exact nature of Public Administration, according to Dimock and Koeing, depends upon the context in which it is used.

### **5. Scope of Public Administration**

Modern-day governments perform several activities ranging from the maintenance of law and order to providing welfare-oriented activities to the citizens. Thus, they have an increasing role to play in all aspects of the lives of the citizens. The Scope of Public Administration is as wide as the activities undertaken by the governments. The scope of Public Administration can be discussed under the following heads:



### 5.1. Managerial Point of View

Scope from the Managerial point of view has been summarised by L. Gulick in an acronym POSDCORB. Following is a brief description of the same:

- (P) Planning** - Planning is the process of pre-determining the course of action to be undertaken to achieve goals;

Example – Planning for the social and economic development of the country through five-year plans was undertaken by the Planning Commission from 1950-2014. The Planning Commission was replaced by the National Institution for Transforming India (NITI Aayog) in 2015.

At the organisational level, yearly, monthly, fortnightly and weekly plans are made by the management to achieve their pre-determined goals

- (O) Organising** - Organising is setting up a formal structure of authority to define, arrange, divide, and sub-divide work to achieve specific objectives.

Example – The Government has set up the National Disaster Management Authority at the national level, State Disaster Management Authority at the state level and District Disaster Management Authority at the district level to mitigate the sufferings of the people during natural and man-made disasters.

At the organisational level, separate/specialised units/divisions with specific authority are set up to achieve organisational goals.

- (S) Staffing** - Staffing deals with recruiting, training, promoting, and dealing with other personnel matters of the employees, as well as creating good and humane conditions of work.

Example – Government of India and States with the help of Union Public Service Commission and State Public Service Commissions, recruit people to be placed at various positions in the governmental organisations.

At the organisational level, qualified people are recruited to be placed at different positions. Their promotional avenues and conditions of work are also determined as per organisational policies.

- (D) Directing** - Directing is the task of making decisions and using/embodying them in general and specific orders down the hierarchy.

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Example – The Government of India gave directions to the state governments during the Covid-19 lockdown to combat the pandemic.

In organisations, the top management issues directions to the employees regarding various organisational matters.

**(CO) Coordinating** - Coordinating is an important activity that inter-relates various parts of work to attain goals.

Example – The Government of India and state governments cooperate and coordinate with each other during natural and man-made disasters, and implement development and welfare programmes.

In organisations, coordination is brought with the help of committees having members from different departments/units.

**(R) Reporting:** Reporting is an activity of keeping the senior functionaries informed about the functioning of the organisation. Reporting is undertaken with the help of records, reports, and inspections.

Example – Governments report about their activities through annual reports or other periodic reports. Senior officials undertake onsite visits to see the functioning of their respective departments/divisions.

Organisations bring out periodic and annual reports regarding their goals and achievements. The employees of an organisation report to the top managerial level/seniors periodically.

**(B) Budgeting:** Budgeting is an important financial activity that is related to fiscal planning, accounting, and control.

Example – Governments make annual budgets showing their income and expenditure. Budget helps in planning, accounting and control of the functioning of different departments.

In organisations, budgeting is a means of planning and controlling the functioning of departments/divisions.

Planning, Organising, Staffing, Directing, Coordinating, Reporting and Budgeting are activities that are common to all organisations whether they are in the public or private setting. The scope from this point of view is limited to these activities only.

## **5.2. Integral Point of View**

The scope, from an integral point of view, encompasses all activities undertaken by the government in pursuit of its stated objectives. This scope is expanding day by day, as governments are increasingly engaging in a

wide range of activities across various sectors. The functions of the government are not limited to the managerial domain alone but extend across all spheres of the three branches of government, including their interrelationships.

### 5.3. Theory of Applied Administration or Subject Matter View

According to this theory, Public Administration is concerned with the implementation of administrative decisions and the inter-relationship between the executive and legislative branches of the government. Since Public Administration is the instrument of the state, its major vocation is helping political executives in carrying out the work of the government. The main forms of applied administration classified by *Walker* are:

- i. **Political:** It comprises the study of executive-legislative relationships, political and administrative activities of the cabinet.
  - ii. **Legislative:** It consists of the activities undertaken by the officials to draft bills that are presented and enacted by the legislature and issues related to delegated legislation.
  - iii. **Financial:** Financial Administration comprises activities that help the state in generating, regulating and allocating financial resources to enable the government to carry out its activities.
  - iv. **Welfare Administration:** Welfare Administration comprises activities of organisations/ departments providing welfare to the society at large and specific services to special targeted groups.
  - v. **Foreign:** It includes cooperation between different countries as well as International Bodies/ Agencies like the UN and other related diplomatic matters.
  - vi. **Economic:** It comprises all the activities undertaken to boost the economic matters of the government, including industrial activities and foreign trade.
  - vii. **Local:** It covers the administration of local bodies like the Panchayati Raj Institutions in the rural areas and Municipalities in the urban areas.
- 5.4. **Traditional Administrative Theory:** As per the Traditional Administrative theory the scope of Public Administration is to look after the functioning of different public authorities. It thus includes the functions of the executive branch only and does not include the other two branches *i.e.* legislative and judicial branches. It includes all the POSDCORB –

Planning, Organising, Staffing, Directing, Coordinating, Reporting and Budgeting - activities.

5.5. **Modern Theory of Public Administration:** Scholars like Nigro and Nigro, L.D. White, Woodrow Wilson, and Marshall Dimock consider the work of all three branches of Administration *i.e.* Executive, Legislative, and Judiciary, as a part of the administration. This theory emerged after the state started performing welfare and other socio-economic activities. So the government not only performs traditional functions but also undertakes activities in the field of Welfare Administration, Economic Administration, Development Administration, etc. Modern governments also resolve several socio-economic problems of the citizens.

5.6. **Public Administration as a Discipline:** The scope of Public Administration as a discipline is as follows:

5.6.1. **Organisation Theory:** Organisation Theory deals with the formal structure and functioning of organisations, including the behaviour of individuals and groups working in them.

5.6.2. **Financial Administration:** Financial Administration includes preparation, enactment, and execution of the budget; accounting and auditing; and other financial functions of the government.

5.6.3. **Personnel Administration:** Personnel Administration is tasked with looking after the personnel aspects of governmental organisations. It is concerned with recruitment, training, promotion, conduct & discipline, ethics, personnel agencies like Union Public Service Commission, etc.

5.6.4. **Development Administration:** Development Administration is concerned with development plans and programs undertaken by modern countries to develop their nations.

5.6.5. **Comparative Administration:** Comparative Administration refers to a study of administrative systems working in different countries in the world.

5.6.6. **New Public Administration and New Public Management:** New Public Administration advocates administrative responsiveness and people's participation in governance. New Public Management advocates management perspective into governmental organisations and processes.

5.6.7. **Policy-Making:** Policy-making is a field of study that focuses on policy-making, policy implementation, and other policy-related issues. Policies provide guidelines to the government in its decision-making process to determine and achieve its goals.

**5.7. Contemporary Development:** Contemporary Development in Public Administration includes:

- 5.7.1. **Good Governance:** Good governance is a contemporary concept that envisions a system that is free from corruption, provides a platform for the weak and underprivileged to voice their opinion and grievances and is responsive to community needs and requirements.

A Good Government keeps the citizen at the center of governance and provides a responsive government that has the capacity and capability to deal with the issues confronting a country.

The Government of India, to provide good governance, has undertaken steps like simplification of procedures and processes, effective delivery of services, e-Governance and use of ICT tools, reforms and anti-corruption initiatives.

- 5.7.2. **Right to Information:** Right to Information Act 2005 gives the citizens of the country the right to seek information from a public authority about its functioning and issues confronting them. (The government can refuse to give information related to the security and defence of the country.)

- 5.7.3. **Citizen's Charter:** Citizen Charter is a tool that makes the government accountable and defines the rights of the citizens availing the services provided by the government, it also delineates the process of grievance redressal. Citizen Charter helps in providing better services by helping the departments in setting standards and improving upon them.

- 5.7.4. **E-Governance/Digital Initiatives:** E-Governance/digital initiatives of the governments of present times provide several services to the citizens through the internet as per their convenience. The usefulness of E-Governance and Digitalisation has been widely acknowledged and highly accepted at the global level during COVID-19, the Pandemic plaguing the world in 2020. Examples: E-Governance initiatives include Unified Payment Interface (UPI) – a digital payment platform; MyGov – a citizen engagement platform; Direct Benefit Transfer (DBT) – An aadhar-linked direct benefit transfer to citizens.

Example: Unified Payment Interface (UPI), the digital payment platform of the Government of India is a global front runner in digital payment systems. Many countries including France, UAE, Sri Lanka, Bhutan, Malaysia and Nepal are using UPI for digital transactions.

- 5.7.5. **Administrative Reforms:** Government introduces periodic as well as widespread reforms in response to new development and

challenges faced by the State in managing economic and social issues. These reforms are initiated by the government and implemented by Public Administration.

Example: One of the major tax reforms in the recent years is the Goods and Services Tax – 2017 to revamp the tax structure by making it uniform and simple.

- 5.7.6. **Sustainable Development:** Modern governments are in the process of making development sustainable by making it cleaner and greener that is they will develop in a manner that development meets the needs of the present generation without compromising the ability of future generations to meet their own needs.
- 5.7.7. **Women Empowerment:** Women as equal citizens and their empowerment to achieve the goals of a welfare state based on a rights approach.  
Examples: The government has introduced schemes like Beti Bachao Beti Padhao, Working Women's Hostels, and Mudra Yojana, to empower women.
- 5.7.8. **Lateral Entry:** Lateral entry has been introduced by the government on the recommendations of NITI Aayog to appoint skilled and specialized personnel to improve the work culture and improve accountability. It is the appointment of personnel from the private sector to middle-level administrative positions, at the Joint-Secretary level in the ministries.
- 5.7.9. **Disaster Management:** Government in its endeavour to mitigate the damage and destruction caused by natural and man-made disasters has set up the National Disaster Management Authority (NDMA) is headed by the Prime Minister of India. NDMA is the apex body for Disaster Management in India, State Disaster Management Body and District Disaster Management Authority function at the State and District levels.

## **6. Significance of Public Administration**

Governments of the bygone era performed traditional functions like the maintenance of law and order and the collection of taxes. Most of the then rulers were neither interested in the welfare of their citizens nor provided essential services to the people. Modern governments take pride in being known as welfare governments providing welfare services to different target groups. So, governments not only perform their traditional functions, but also execute several welfare-oriented functions for the benefit of the citizens. Public Administration, as the instrument of the state, helps in providing these services to the people. The significance of Public Administration as an instrument of the state increases as modern governments have a prominent role in socio-

economic development, welfare, and almost all aspects of governance. Public Administration is a permanent structure, unlike the political part of the government elected for a fixed period. In the words of Sardar Patel, Public Administration is the steel frame of the government. The Significance of Public Administration is as follows:

- 6.1. **Maintenance of Law and Order:** Maintenance of law and order is a traditional function of the government. Public Administration, the instrument of the government, plays a prominent role in maintaining law and order in a place and establishing peace to protect the lives and properties of the people. It helps the executive in framing the legislation and then implementing it, besides imposing fines and penalties on citizens who break these laws. The laws safeguard the rights of the poor and the weak against the mighty.
- 6.2. **Collection of Taxes/Revenue:** The second traditional function of the government is the collection of revenue in the form of taxes, duties, fees, and fines. Public Administration, through its financial wings/branches, is the machinery through which the government collects taxes/revenue. The government uses proceeds from these sources to provide free and subsidised amenities to the disadvantaged and marginalised sections of society. This amount is also spent on developing different sectors of the economy.  
Examples: The Central Board of Direct Taxes and the Central Board of Excise and Customs have a major role in tax collections in their respective spheres.
- 6.3. **Role in Development:** In a developing country like India, Public Administration plays a major role in the development of the country. Public Administration implements various policies made by the government in the agricultural, industrial, and other sectors.  
For example, in the agricultural sector, the state provides the latest scientific know-how to the farmers and fixes the price of the various agricultural products, and at times, even the market itself to save the farmers from panic selling. Fertiliser manufacturing PSUs have been set up to develop this sector. Agricultural universities help in conducting research for improved quality of seeds.  
Similarly, the state has an important role in developing the rural, urban as well as the industrial sectors of the economy. Make in India, Startup India, Standup India, and ASPIRE (A Scheme for Promotion of Innovation, Rural Industries and Entrepreneurship) are some initiatives of the government to develop the industrial sector.
- 6.4. **Provision of Welfare Programmes:** The modern states take pride in being known as the Welfare States and thus provide several welfare



programs for the benefit of the citizens. Public Administration visualises and implements welfare programs to alleviate the sufferings of the disadvantaged and distressed sections of society.

Some welfare programs of the government include:

- i Samagra Shiksha, a programme for school children from pre-school to class 12, having three schemes - Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Teacher Education (TE).
- ii Women, children, youth welfare programs;
- iii Ayushman Bharat – PM-JAY (PM Jan Arogya Yojana) launched in 2018, is the world's largest health assurance scheme;
- iv Swachh Bharat Abhiyan; and
- v PM-Kisan Samman Nidhi Yojana provides income support to small and marginal farmers.

6.5. **Uplift of Weaker Sections:** It is an agency that implements governmental programs to uplift the weaker and marginalised sections of society and bring them at par with the other sections by Governmental programs like the Reservation Policy providing reservations to the people belonging to the weaker and marginalized sections; Scholarship scheme for children belonging to the weaker sections; Provision of employment opportunities through MNREGA - Mahatma Gandhi National Rural Employment Guarantee Act to help in the uplift of the weaker sections. Other schemes for the uplift of weaker sections include Pre-Matric Scholarships for SC Students, Free Coaching Scheme for SC/ST and OBC students.

6.6. **Role in Economic Development:** The Government has a significant role in the economy of the nation. The state draws up plans for the balanced economic growth of the country while Public Administration implements them. It ensures the utilization of the natural and physical resources of the country in such a manner that the country's economy moves in a positive direction in terms of economic growth and that the benefits reach the common man thereby minimising economic disparities.

Examples: A few programmes are Pradhan Mantri Mudra Yojana, Pradhan Mantri Jan Dhan Yojana, Pradhan Mantri Kisan Samman Nidhi (PM-KISAN) etc.

6.7. **Crisis/Disaster Management:** Public Administration plays an important role in managing natural as well as a man-made crisis in the



country. During the times of crisis, the government provides relief to the people either itself or through the NGOs. They do so by making plans and organizing aid, overseeing rehabilitation, and looking after other needs of the people. We have in the present time seen many such examples in our country.

Examples: During COVID-19 pandemic public personnel worked as frontline workers and warriors to provide relief, manage and control the situation. The government provides necessary services to the people during natural disasters like earthquakes and floods and also during man-made disasters like pollution. Disaster Management is carried out by general as well as specialised services. National Disaster Response Force (NDRF) at the national level and State Disaster Response Force (SDRF) at the state level provide relief to the people. NDRF also helped in providing relief to people in the devastating earthquake in Turkey in 2023.

- 6.8. **Role in International Affairs:** Different countries of the world today are increasingly engaging with each other in matters of trade and commerce, medical supplies, tourism and other matters like boundary disputes. Public Administration plays an important role in international affairs. Most of the policies made by the politicians are initiated and formulated by Public Administration. Officers of the Indian Foreign Services have an important role to play in international relations.
- 6.9. **Role in Social Change and Development:** Government ushers in social change by bringing social legislation and implementing them through Public Administration. These legislations help in uplift the weaker and marginalized sections of society. Social legislation for abolishing untouchability, preventing child marriages, PNDT Act, etc. help in ushering social change.

Some prominent social legislation includes:

- (a) National Policy for the Child, 1974 & 2013;
  - (b) Juvenile Justice (Care and Protection) Act 2015;
  - (c) Equal Remuneration Act 1976;
  - (d) The Immoral Traffic (Prevention) Act 1956; and
  - (e) The Dowry Prohibition Act of 1961.
- 6.10. **Safety and Security of nation and people:** Another important function of Public Administration is to ensure the safety of the nation and the people by first helping the governments of the day to make laws and then

implementing them. It provides for internal as well as external security to the nation and its people.

- 6.11. **To Protect Society from Breakdown:** Public Administration ensures that the social fabric of the nation does not break down. It is an important concern of the administration to understand the impact of government policies and operations on society by determining the immediate and long-term effects of governmental action on the social structure, economy, and polity. In case there are some misgivings about specific policies or programmes then it becomes the duty of the government/public administration to hold discussion with the civil society/citizens to disseminate information and clear the citizen's misunderstandings.
- 6.12. **Setting up Public Sector Enterprises:** Public Sector Enterprises have been set up by the Central and State governments to develop various sectors. For instance, setting up the Maruti Udyog Limited as a public-sector enterprise in 1981 helped in developing the small car/automobile sector and when this sector was adequately developed government disinvested its share from the company. Hindustan Aeronautics Limited (HAL) is doing exemplary work in the aerospace technology to make the country self-reliant. Several other public sector enterprises/joint ventures have been set up by the government over the years to develop the different sectors.
- 6.13. **Public-Private Partnership:** Government invites private capital through Public-Private Partnership model for development of infrastructure and other services. The 'Public' partners in Public-Private Partnership (PPP) are government entities like ministries, state-owned enterprises, municipalities etc. and the 'Private' partners are industrial houses at the local, state or international level. 'Private' partners may also include Non-Governmental organisations. PPP helps in increasing contribution of the private sector in nation-building and also reduces the financial burden of the government.

Examples - In India, Public-Private Partnerships projects help in building roads and bridges, silos for storing grains, and power projects.

- 6.14. **Sustainable Practices:** Sustainability is another area in which Public Administration has an increasing role to play. The relegation of environmental issues to the background is not possible now, as they have started showing hazardous effects. The governments of the day have started the practices of recycling, reusing, reducing, repurposing, and refusing, to improve the environment and embark on sustainability.

For example: Regulation of E-Waste, Promotion of Solar energy, and Elimination of Plastic. The Government of India is promoting sustainability through solar energy through PM Surya Ghar Bijli Yojana to provide clean and green energy to the citizens.

- 6.15. **Significance as a Discipline:** Public Administration is of a comparatively recent origin and concerns itself with the functioning of the government. The modern governments have an increasing role in the lives of the citizens, so the study and reform of Public Administration becomes important. In recent times, many new concepts, including E-Governance, Digitalisation, Good Governance, Corporate Governance, Citizen Charter, to name a few, have entered the field of study and enriched the discipline. The more challenges to governance and Public Administration, more is going to be the need for empirical studies on the issues facing society.
- 6.16. **Women Empowerment:** Women are often subjected to discrimination and oppression due to their gender. To create an equitable society, modern welfare governments empower women and the girl child.

Examples: The government has formulated Programmes like Beti Bachao Beti Padhao and Mahila Shakti Kendras for empowering the girl child and women. Gender Budgeting has also been initiated by the government to give women their due.

## **7.0. Conclusion**

Public Administration, thus, is an area of study that deals with the government and covers all aspects of governance. The definitions of Public Administration represent its widening scope, wherein different scholars look into its different aspects. Some scholars believe that Public Administration is concerned only with the Executive branch, while others say that it is concerned with all three i.e., the executive, legislative and judicial branches of the government. The scope of Public Administration is getting wider due to the broadening horizons of the discipline. The significance of Public Administration has increased manifold; in the present times, it is not only performing the traditional functions but also undertaking developmental and welfare-oriented activities too. It has an important role in development, empowerment, welfare, maintenance of law and order, bringing social change and promoting sustainability through its departments and other organisations.

## 8.0. Important Terms/Concepts/Information

- 1. Origin of Public Administration as a Discipline:** 1887
- 2. Father of Public Administration:** Woodrow Wilson, the 28<sup>th</sup> President of the United States of America.
- 3. Administration**
  - a. **E.N. Gladden:** Administration is a long and pompous word but has a humble meaning. It means to 'care for', to 'look after' or 'to manage' the affairs of the people.
  - b. **Nigro:** Administration is the organisation and use of men and materials to accomplish a purpose.
- 4. Public Administration**
  - a. **Woodrow Wilson:** Public Administration is a detailed and systematic execution of the law. To him, every particular application of general law is an act of administration.
  - b. **Dwight Waldo:** Public Administration is the art and science of management as applied to the affairs of the State.
- 5. Managerial View (Narrower view):** Scholars associated - H.A. Simon, Smithburg, and Thompson. Public Administration consists of the people/personnel engaged in the performance of managerial/executive functions. Luther Gullick says the main work of the Administration is to get things done. Therefore, he has given these managerial functions an acronym POSDCORB - Planning, Organising, Staffing, Directing, Coordinating, Reporting, and Budgeting.
- 6. Integral View (Broader view):** Scholars associated - L. D. White, Woodrow Wilson, M. Dimock, and J. Pfiffner. Public Administration includes all the activities undertaken in pursuit of and the fulfilment of a public policy - Managerial, Manual, Technical, and Clerical.
- 7. POSDCoRB – L. Gullick -** Planning, Organising, Staffing, Directing, Coordinating, Reporting, and Budgeting.
- 8. Administrative Reforms:** The Government introduces periodic as well as widespread reforms in response to new developments and challenges faced by the State in managing economic and social issues. These reforms are initiated by the government and implemented by Public Administration.

## **9. Short and Long Questions**

### **Short Answer Type Questions**

1. Give one definition of Public Administration.
2. Write the names of two scholars associated with the Managerial view of Public Administration.
3. Write the names of two scholars associated with the Integral view of Public Administration.
4. When did Public Administration originate as a separate discipline?
5. Who is considered to be the father of Public Administration?
6. Write a note on the Scope of Public Administration from the Managerial point of view.
7. Write a note on the Scope of Public Administration from the Integral point of view.
8. Write a note on the scope of Public Administration as a discipline.
9. Give any two points of Significance of Public Administration.

### **Long Question**

1. Discuss the Meaning and Significance of Public Administration.

1. **MCQs for Competitive Examinations:**  
<https://forms.gle/Mt5jLGzRxBeFgjhM7>

### **10.Suggested Readings**

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
3. Basu, Rumki. Public Administration Concepts and Theories. New Delhi: Sterling Publishers Private Limited, 1998.
4. Bhagwan, Vishnoolal and Vidya Bhushan. Public Administration. New Delhi: S. Chand, 2005.
5. Bhattacharya, Mohit. New Horizons of Public Administration. New Delhi: Jawahar Publishers & Distributors, 2016.
6. Fadia, B.L. and Kuldeep Fadia. Public Administration - Administrative Theories. Thirteenth Revised Edition. Agra: Sahitya Bhawan, 2017.
7. Naidu, S. P. Public Administration. New Delhi: New Age International, 2006.
8. Sharma, M. P., B. L. Sadana and Harpreet Kaur. Public Administration in Theory and Practice. Allahabad: Kitab Mahal, 2015.
9. Sharma, Vibha. Fundamentals of Public Administration for Semester – I, Jalandhar: New Academic Publishing Co, 2024
10. Relevant reading material from Egyankosh - <http://egyankosh.ac.in/>
11. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- I

### Chapter 2: Public and Private Administration

#### **Objectives**

The objectives of the chapter are to make the students aware of:

1. [Introduction](#)
2. [Similarities between Public and Private Administration](#)
3. [Dissimilarities/Distinction between Public and Private Administration](#)
4. [Conclusions](#)
5. [Important Terms/Concepts/Information](#)
6. [Short and Long Questions](#)
7. [MCQs for Competitive Examinations](#)
8. [Suggested Readings](#)

#### **1. Introduction**

Public Administration is concerned with the formulation and implementation of Public Policies. It also focuses on the provision of services to the citizens. Public Administration is the apolitical instrument of the government that operates within the Constitutional and Legal framework of a country. It covers all three branches, i.e., executive, legislative, and judicial, and their interrelationships.

Private Administration is the management of an enterprise/business by an individual or a team of individuals for their benefit. It is non-political and basically for the profit motive or benefit to the individual/group/teams. It also formulates relevant policies for achieving its goals.

There are divergent views regarding the similarities and dissimilarities between Public and Private Administration. Some scholars, such as L. Urwick, M.P. Follet, and Henri Fayol, believe that they are similar to each other, whereas other scholars, like Herbert A. Simon and Paul H. Appleby feel that there are sharp differences between Public and Private Administration.

#### **2. Similarities between Public and Private Administration**

Scholars like Henri Fayol, Urwick, and Mary Parker Follett believe that Public and Private Administration have many common features and that the difference between them is one of degree rather than kind. Similarities between the two are as follows:

- 2.1. **Scope of Activities:** The scope of activities in both Public and Private Administration have increased manifold due to liberalisation and the subsequent opening up of the New Industrial Policy of 1991. Several sectors, including power generation, civil aviation, and telecommunications, have been de-reserved, so the private sector can set up industries in these sectors and give competition to the government sector, thereby improving the services.
- 2.2. **Nation Building:** Both Public and Private Administration have an important role to play in nation-building activities, including building and setting up infrastructural facilities, providing health facilities and other related services, setting up educational institutions, and providing educational facilities at all levels – school, college and university education. The Private Administration is also taking part in ‘giving back to society’, activities by utilising a certain part of their profit on activities like environmental sustainability, uplift of the weaker sections, promoting gender equality, education and health-related activities under Corporate Social Responsibility.
- 2.3. **Bureaucratic Structure:** Both Public and Private Administration have a bureaucratic structure with features like division of work, written rules and regulations, hierarchical setup, etc.
- 2.4. **Management Techniques:** Both Public and Private Administration have similar techniques of planning, organising, staffing, directing, coordinating, reporting, and budgeting. Project/ Programme management techniques like - PERT (Programme Evaluation and Review Technique), CPM (Critical Path Method), Cost-Benefit Analysis, Inventory Control Techniques, etc. are also used in both.
- 2.5. **Employment Legislation:** The employees of both Public and Private Administration are governed under similar employment legislation made by the government.
- 2.6. **Union Activities:** The employees of both Public and Private Administration can form unions and associations to protect their rights.
- 2.7. **Dynamic Nature:** Both Public and Private Administration are adopting sustainable practices to cope with the environmental changes and be relevant on a long-term basis in the highly competitive and daunting environment.



### **3. Dissimilarities/Distinction between Public and Private Administration**

Public and Private Administration, despite some similarities, have several differences too. According to H.A. Simon, both Public and Private Administration are opposed to each other in the following manner:

- i) Public Administration is bureaucratic, whereas Private Administration is business-like.
- ii) Public Administration is characterised by red tape, whereas Private Administration is free from it; and
- iii) Public Administration is political, whereas Private Administration is non-political.

#### **Distinction between Public and Private Administration**

Following are the dissimilarities/distinction between Public and Private Administration:

<b>S.No.</b>	<b>Basis</b>	<b>Public Administration</b>	<b>Private Administration</b>
<b>3.1.</b>	<b>Political Control</b>	<p>Public Administration works under the overall control of the Political Wing of the government.</p> <p><b>Example:</b> The Secretary to the government, a civil servant, reports to the Minister, who is the political head of a department. The minister reports to the Prime Minister, who is the political head in the case of the Union Government.</p> <p>Organisational Structure of Department of Expenditure, Ministry of Finance: <a href="https://doe.gov.in/organization-structure">https://doe.gov.in/organization-structure</a></p>	<p>In Private Administration, the entrepreneur does not function under the political heads.</p> <p>The bigger organisations have a board of directors to guide them in their decision-making processes. They work as per the market forces.</p> <p><b>Example:</b> Reliance Industries Ltd - <a href="https://www.ril.com/OurCompany/Leadership/BoardOfDirectors.aspx">https://www.ril.com/OurCompany/Leadership/BoardOfDirectors.aspx</a></p> <p>Tata Motors: - <a href="https://www.tatamotors.com/organisation/our-leadership/">https://www.tatamotors.com/organisation/our-leadership/</a></p>
<b>3.2.</b>	<b>Motive</b>	<p>Public Administration is not profit-oriented. Social welfare and development are its main motives. Even the industries set up by the government have</p>	<p>Profit is the main motive of the entrepreneur in Private Administration. The business will not be sustainable if there is no profit, as private</p>

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		<p>social objectives along with economic objectives.</p> <p><u>Examples:</u></p> <ul style="list-style-type: none"> <li>- The government opens schools for the education and welfare of the children and not for earning profit.</li> <li>- The government provides free and compulsory education for students up to the age of 14 years.</li> </ul>	<p>industries do not receive public funds</p> <p><u>Example:</u></p> <ul style="list-style-type: none"> <li>- Private schools are set up by individuals or industries with a motive to earn money.</li> </ul> <p>(As per the Right to Education Act 2009 now the schools under private management have to provide educational facilities to children belonging to the weaker sections)</p>
3.3.	<b>Political Interference</b>	<p>As Public Administration is under the direct control of the political heads, there is a great deal of political interference in it.</p> <p><b>Example:</b> While setting up industrial units, instead of economic and technical feasibility studies, political considerations may become more important.</p>	<p>Private Administration is relatively free from political interference, as they don't work under political heads. Rather, the Behemoths or Business houses influence the decisions taken by the Political parties.</p> <p>Extensive economic and technical feasibility studies are the basis for setting up or expanding the industrial units.</p>
3.4.	<b>Scope of Activities</b>	<p>The scope of activities in Public Administration is comprehensive, as it not only performs several traditional functions, but it also fulfils many basic needs of the people.</p> <p>For instance, the Provision of health services through government dispensaries, water and electricity services through the respective departments, and educational services through schools, colleges, etc.</p> <p>During COVID-19 the scope of activities undertaken by the</p>	<p>The scope of activities in Private Administration is limited as compared to the public sector, as it cannot undertake activities that require a large amount of investment. For instance, setting up the Railways, Atomic Energy Plants, Research &amp; Development in the field of Defence, Space, etc.</p> <p>Note: The Indian Railways have started Private Trains to operate on certain sections, and</p>

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		government increased manifold.	the number will be increased in due course.
3.5.	<b>Nation Building</b>	Nation-building is one of the most important tasks of Public Administration. It sets up Public Sector units in the remote corners of the country for the development of the area.	<p>The Private sector prefers to set up industrial units in well-developed areas. Except for a few big industrial houses like the Tata, Reliance, etc, the private sector does not take much interest in the nation-building exercises.</p> <p>Note: The Public-Private Partnership model enables the role of the private sector in nation-building.</p> <p>PPP Mode:  <a href="https://www.pppinindia.gov.in/pppac-authoritywises/pppac-projects-list_Ministry-of-Railways">https://www.pppinindia.gov.in/pppac-authoritywises/pppac-projects-list_Ministry-of-Railways</a></p>
3.6.	<b>Equitable/Uniform Treatment</b>	As per the law of the land, public officials cannot show favour or disfavour to any person or organisation on any ground, i.e., sex, race, religion, region, etc. A public official must treat all citizens equitably by providing them with uniform treatment.	A Private Administrator is not bound to provide equitable/uniform treatment to everyone. He may provide a service to one person and refuse the same to the other person.
3.7.	<b>Employment Opportunities</b>	Public Administration is the biggest employer in the country. Indian Railways, India Post, Public Sector Undertakings at the central and state levels, and governmental departments are major employers in the country, besides the Indian Armed Forces. Though due to outsourcing and privatisation, the number of employment opportunities in the public sector is reducing.	<p>Private Administration is not as big an employer as compared to Public Administration.</p> <p>Note – We also have the Public-Private Partnership model, which also provides jobs to people.</p>

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3.8.	<b>Anonymity</b>	In the field of Public Administration, the officials remain incognito, i.e. work from behind the curtain. They conduct the affairs of any organisation in the name of the state, in their official capacity.	In Private Administration, the organisations run in the name of the entrepreneur concerned. Along with earning money, the person earns a name for himself in the market.  For instance, Tata Industries, Birla Group, and Reliance Industries are prominent private sector organisations, and people are aware of the names of their owners.
3.9.	<b>Rules and Regulations</b>	Governmental rules and regulations are strict as compared to the Private ones. Due to rigid rules and regulations, the decisions are delayed. Delayed decisions or Red-Tapism mean less productivity and more losses.	There is more flexibility in the Private Administration. Due to flexibility, timely decisions are taken. Due to timely decisions, Red-Tapism is less and there is more efficiency and productivity.
3.10.	<b>Public Scrutiny and Criticism</b>	Public Administration is prone to widespread public scrutiny and criticism, as a public official's actions are scrutinised both by the press and the public. This results in his being cautious while making decisions. One wrong act on his part may discredit all the good work done.	Private Administration is not prone to public scrutiny and criticism, as a private entrepreneur does not function under the watchful eyes of the press or the public. Due to this, he is relatively free in his approach to deal with certain situations.
3.11.	<b>Complexity</b>	Public Administration, especially at the higher levels of the government. It is very complex. It is characterised by an entangled and ambiguous structure, far from the cognisance of commoners. They are supposed to be transparent to the public, for whom they have been established and structured.	Private Administration is well-knit and compact.
3.12.	<b>Monopoly</b>	In certain industries, there is a monopoly in the field of Public	There is no monopoly in Private Administration. More

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		<p>Administration because no one is allowed to establish or run parallel services, such as Railways. Atomic Energy Plants</p> <p>(The government has allowed private parties in many fields like electricity, civil aviation, postal services, telecommunications, etc.)</p>	<p>than one organisation manufactures and supplies the same commodity to the people in the market. In the present times, many areas/sectors have been opened, and the monopoly of the government has been reduced.</p> <p>Mobile Connections providing companies:  <a href="https://www.trai.gov.in/consumer-info/telecom/service-providers-list">https://www.trai.gov.in/consumer-info/telecom/service-providers-list</a></p>
3.13.	<b>Financial Control</b>	<p>Public Administration is subject to strict financial controls and audits. Control is exercised by the executive and the legislature as the government spends taxpayers' money collected by the way of taxes, fees, fines, etc. Public Administration is thus accountable to the people through the Parliament.</p>	<p>The Private Administration is relatively free from such strict financial controls. They are not accountable to the people, as public money is not involved. Money is, in most cases, invested by the person either himself or by his partners.</p>
3.14.	<b>Competition</b>	<p>There is less competition in Public Administration so the quality of the services is at times not up to the mark.</p> <p>There is competition in certain sectors like Banking, Postal services, Telecomm, etc. and the quality of services has improved as compared to earlier.</p>	<p>Competition is a dominant factor in Private Administration. Competition results in providing better services and improvement in quality.</p>
3.15.	<b>Capacity Utilization</b>	<p>Compared to Private Administration, optimum utilization of capacity is not there in Public Administration. It may be due to several reasons like strikes, lack of raw materials, lack of trained staff, or simply indifference of the employees.</p>	<p>Optimum utilization of capacity is there in the Private Administration. The machines are maintained properly so that they don't breakdowns and strikes are almost unheard of.</p>

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<b>3.16.</b>	<b>Social Prestige</b>	A high degree of social prestige is involved in Public Administration as it provides social services to the people.	Social prestige is not at the same level in the case of the Private Administration, as they are not so much involved in social services.
<b>3.17</b>	<b>Public Relations</b>	Public Administration has borrowed the principle of public relations from Private Administration. Though they have yet not mastered the technique properly, efforts have certainly produced results.	The work of the Private Administration is dependent on public relations. The Private Administrator depends and invests a lot of money in public relations.
<b>3.18.</b>	<b>Job Security</b>	There is job security in Public Administration. The civil servants and other employees are protected under the Constitution of India.	There is less or no job security in Private Administration. The policy of hire and fire is prevalent.
<b>3.19.</b>	<b>Uplift of Weaker Sections</b>	Public Administration tries to bring the weaker sections of the society at par with the other sections of the society by providing reservations to these sections at the different levels of government and public services.	The Private Administration is under no such obligation to provide reservations for the weaker sections. The merit and experience of a person is the basic criterion on which a person is appointed.

#### **4. Conclusions**

Public Administration and Private Administration both have several similar and dissimilar characteristics. Differences between the two are only of degree and not of kind. Though Public Administration has acquired several distinctive features like accountability, consistency etc., yet most of the activities in both of them are similar. We can thus say that they are complementary to each other. In fact, in the present situation, we have the Public-Private Partnership in which both Public and Private Administration collaborate to perform various developmental and welfare-oriented activities.

## 5. Important Terms/Concepts/Information

1. **Simon's Distinction:** According to H.A. Simon, both Public and Private Administration are opposed to each other in the following manner:
  - a. Public Administration is bureaucratic, whereas Private Administration is business-like.
  - b. Public Administration is characterised by red tape, whereas Private Administration is free from it; and
  - c. Public Administration is political, whereas Private Administration is non-political.
2. **Principle of Anonymity:** In the field of Public Administration, the officials remain incognito, i.e. work from behind the curtain. They conduct the affairs of any organisation in the name of the state, in their official capacity.
3. **Scope of Activities:** The scope of activities in Public Administration is comprehensive, as it not only performs several traditional functions, but it also fulfils many basic needs of the people.
4. **Public-Private Partnership:** The Public-Private Partnership model involves both the public or governmental sector and the private sector collaboration to provide services to the people.
5. **Monopoly:** In certain industries, there is a monopoly in the field of Public Administration because no one is allowed to establish or run parallel services, such as Railways. Atomic Energy Plants
6. **Social Prestige:** A high degree of social prestige is involved in Public Administration, as it provides social services to the people.

## 6. Short and Long Questions

### Short Answer Type Questions

1. Give three points of distinction between Public and Private Administration.
2. Write three Similarities between Public and Private Administration.
3. Write Simon's distinction between Public and Private Administration.

### Long Question

1. Discuss the Similarities and Distinctions between Public and Private Administration.
2. Distinguish between Public and Private Administration.
3. Compare Public Administration with Private Administration.

### 7. MCQs for Competitive Examinations:

<https://forms.gle/tTZ7Xq8phk6SfDeC6>

### **8. Suggested Readings**

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
3. Basu, Rumki. Public Administration Concepts and Theories. New Delhi: Sterling Publishers Private Limited, 1998.
4. Bhagwan, Vishnoo and Vidya Bhushan. Public Administration. New Delhi: S. Chand, 2005.
5. Bhattacharya, Mohit. New Horizons of Public Administration. New Delhi: Jawahar Publishers & Distributors, 2016.
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7. Naidu, S. P. Public Administration. New Delhi: New Age International, 2006.
8. Sharma, M. P., B. L. Sadana and Harpreet Kaur. Public Administration in Theory and Practice. Allahabad: Kitab Mahal, 2015.
9. Sharma, Vibha. Fundamentals of Public Administration for Semester – I, Jalandhar: New Academic Publishing Co, 2024
10. Relevant reading material from egyankosh - <http://egyankosh.ac.in/>
11. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>



## Unit- I

### Chapter 3 - A: Principles of Organisations

Objectives: The objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [Meaning](#)
3. [Types of Organisation](#)
4. [Principles of Organisation](#)
5. [Conclusions](#)
6. [Important Terms/Concepts/Information](#)
7. [Short and Long Questions](#)
8. [MCQs for Competitive Examinations](#)
9. [Suggested Readings](#)

#### 1. Introduction

Organisations are an integral and important part of human life. It is the steel frame that enables us to utilise the three resources –men, money and material - in a judicious manner to achieve the desired goals. An organisation is a structural framework that enables people to work towards achieving common goals. Organisations not only help in achieving common goals but also help in attaining personal goals of those working in it. Andrew Carnegie, an American industrialist had said, “Take away our factories, take away our trade, our avenues of transformation, our money. Leave us nothing but our organisation, and in four years we shall have re-established ourselves.” This statement leaves no doubt that organisations are the most important creation of human beings.

#### 2. Meaning

An organisation is a group of people who come together to achieve some common goals. It includes the structural framework on which the people or the functionaries are placed to perform their specific work. The whole system works in a predetermined process with interrelated parts performing diverse activities to achieve the goals. Organisations define the ‘work’ to be done; the ‘process’ through which it is to be done; and by ‘whom’ it is to be done. It also includes inter-relating, grouping and regrouping, defining the authority and responsibilities of the people manning various positions while being a part of the bigger whole in achieving the goals.

##### **Definition**

An organisation, being an important and integral part of the modern human endeavour to achieve its goals, is defined by scholars in the following manner:

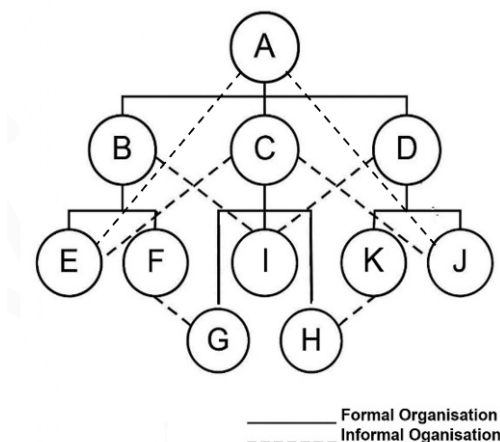
- **Compact Oxford English Dictionary:** Organisation means a group of people framing a structure to achieve common objectives. It includes:
  - the action of organising;
  - a systematic arrangement or approach; and
  - an organised body of particular people with a particular purpose.
- **Chester I Barnard:** “An organisation is a system of consciously coordinated activities or forces of two or more persons”.
- **Dimock and Dimock:** “Organisation is the systematic bringing together of interdependent parts to form a unified whole through which authority, coordination and control may be exercised to achieve a given purpose”.
- **Amitai Etzioni:** “Without well-run organisations, our standard of living, our level of culture and our democratic life could not be maintained. We are born in organisations, educated in organisations, and most of us spend much of our time working for organisations”.

Scholars view organisations from different perspectives some emphasise the structural aspects and while others on the human aspect.

### 3. Types of Organisation

There are two types of organisations, Formal and Informal Organisations. Formal organisations are deliberately created to achieve some common goals whereas informal organisations are the naturally occurring relations between the members working in formal organisations.

**Formal and Informal Organisation**



#### 3.1. Formal Organisation

Formal organisations are deliberately planned and created to achieve some common goals of the people who form them. The structure of such organisations can be shown on organisational charts by depicting various positions in a hierarchical setup. Formal organisations have a rational division of work and the functionaries have the authority to carry out that work. They work as per the rules and regulations to enable smooth functioning for the achievement of the goals of an organisation.

*Chester Barnard* says that formal organisations are a system of consciously coordinated activities or forces of two or more persons to achieve common goals.

### 3.2. Informal Organisations

Informal organisations refer to the informal relationships between people working in formal organisations. The relationships are dependent on their likes and dislikes, as well as emotional needs and attitudes. The informal organisation develops spontaneously between members working in formal organisations. They may be small or large based on common needs, aspirations or values. A functionary can be a member of several informal groups. Informal organisations, though providing support to a formal organisation, can also create bottlenecks in their functioning.

According to Chester Barnard, informal organisations are an aggregate of personal linkages and interactions followed by an associated grouping of people. Formal organisations emphasise structure, while informal organisations emphasise personal relations and human emotions.

## 4. Principles of Organisation

A principle is defined as a fundamental statement or general truth that provides a guide to thought and action. Social scientists in the field of Public Administration have developed certain principles which govern both Public and Private Administration. Some principles help the administrators to get the work done by guiding and controlling the work of their subordinates, while others help in improving the functioning of the organisations and thereby bringing efficiency. The principles of organisations have been given by social scientists like Henri Fayol, Mooney and Reiley etc. Following are the principles of organisations:

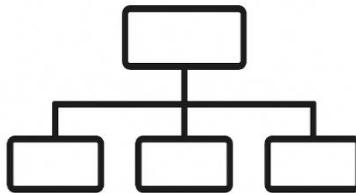
- 4.1. **Authority and responsibility:** Authority flows from responsibility, the managers who exercise authority over others should also be responsible for their decisions and the results thereof. Henri Fayol says authority is the right to give orders and exact obedience. It is official as well as personal. The official authority is positional i.e. derived from a manager's position in the hierarchy of the organisation. Personal

authority of a manager is based on his personal qualifications like intelligence, experience, integrity, past decisions and role. Fayol further says that responsibility is a corollary of authority so wherever authority exists, an equal amount/measure of responsibility exists.

- 4.2. **Division of Work:** According to Henri Fayol, division of work applies to all kinds of work, whether it is manual or managerial or technical. Fayol says division of work leads to specialisation as the worker is always doing the same work, and he slowly becomes an expert in that work.

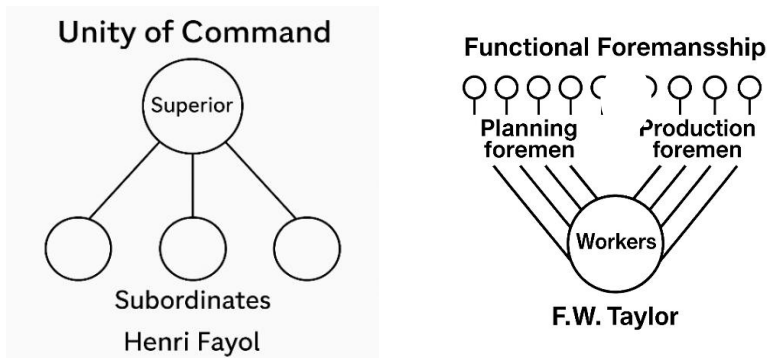
Whenever organisations are conceptualised, the work of the organisation is divided into different units. These units are based on logical and rational division of work and identification of the functions to be performed by a person holding that position (Job description). After the division of work the qualification required in a person to perform the stated functions is also determined (Job specification).

## DIVISION OF WORK

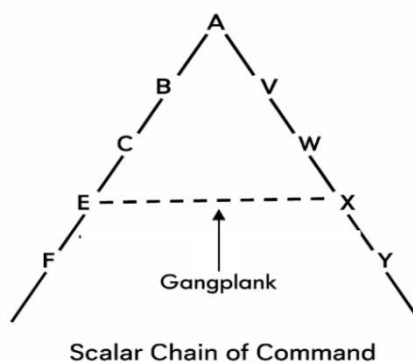


- 4.3. **Unity of Command:** According to the principle of Unity of Command, one employee should have only one boss, and he should receive orders from him only. It helps in avoiding conflicts within the organisations, as a person receiving orders from two bosses will not know whom to follow, and he may play the two bosses against each other.

Henri Fayol's Principle of Unity of Command runs counter to the principle of Functional Foremanship propounded by F.W. Taylor, wherein a worker receives orders from 8 functional foremen – four in planning and four in the production area.



- 4.4. **Unity of Direction:** According to this principle, there should be 'One Head and One Plan' to direct all the activities – managerial and operational – in a particular department of the organisation in sync with the overall objectives. For example, all the production activities under one manager and all marketing activities like pricing, advertising, marketing and research should be under the control of one manager and be directed by an integrated plan.
- 4.5. **Scalar Chain of Command:** According to Henri Fayol there is a chain of command from the top to the bottom of the organisation and no one is outside this chain of command. So all the functionaries of an organisation are in a chain of superior-subordinate relationships from the top to the bottom of the organisation. According to this principle, a request from a person 'E' to 'X' should go through C, B, A, V and W as in the figure given below. He also says that this link should not be broken, but a gangplank can be opened wherein 'E' gets the information directly from 'X' rather than following the scalar chain. Gangplank helps in getting the information quickly for making timely decisions. The gangplank should be thrown open only with the information and consent of the superiors.



- 4.6. **Subordination of Individual Interest to General Interest:** According to this principle the interests of the organisation are above the interest of an individual or a group. It means that whenever there is a conflict of interest then the individual interest will have to be sacrificed for the benefit of the organisation.
- 4.7. **Remuneration:** Employees of an organisation get their remuneration according to qualifications, working conditions, level of responsibility and difficulty of the job. The cost of living and state of the business may also be taken into consideration.
- 4.8. **Equity:** According to this principle all the employees of an organisation should be treated with justice and kindness, as it also helps in ensuring their loyalty and devotion to the organisation to a great extent. The superior must instil a sense of equity at all levels of the organisation.
- 4.9. **Order:** Order, according to Fayol, means the right person on the right job and everything in the proper place. It depends on the precise knowledge of the human requirements and resources of the organisation.
- 4.10. **Centralisation:** Fayol says that centralization is of the natural order. In small organisations with a limited number of employees the manager can give orders directly to everyone but in bigger organisations it is not possible and a certain measure of decentralisation is required. He states that the amount of centralisation and decentralisation is a question of proportion.
- 4.11. **Stability of Tenure:** This principle advocates that a reasonable amount of time should be given to the employees to enable them to settle down in their jobs and adapt to the requirements of the work.
- 4.12. **Initiative:** As per this principle the subordinates should be provided with an opportunity to show their initiative to increase their skills and sense of participation.
- 4.13. **Esprit de Corps:** This principle emphasises the need for teamwork and maintenance of good interpersonal relationships based on harmony and unity. Esprit de Corps helps in bringing coordination within the organisation, which further helps in achieving the goals of an organisation.
- 4.14. **Discipline:** Members of an organisation are required to perform their functions and conduct themselves in relation to others as per the rules and regulations, norms and customs formulated by the organisation. Discipline is required in an organisation to achieve its goals, rather than the whims and fancies of an individual.

## **5. Conclusions**

The principles of organisation developed by thinkers like Henri Fayol, Mooney, and Reiley provide a systematic framework for managing both public and private institutions effectively. These principles—ranging from authority and responsibility, division of work, unity of command and direction, to equity, discipline, and esprit de corps—serve as essential guidelines for administrators in planning, directing, and coordinating activities. By ensuring clarity in roles, maintaining accountability, balancing centralisation with decentralisation, and fostering teamwork, they enhance efficiency and harmony within organisations. In essence, they continue to remain relevant as they help organisations achieve their objectives in a structured, efficient, and human-oriented manner.

## 6. Important Terms/Concepts/Information

1. **Definition of Organisation:** Chester I Barnard: An organisation is a system of consciously coordinated activities or forces of two or more persons.
2. **Formal Organisation:** Formal organisations are deliberately planned and created to achieve some common goals of the people who form them. The structure of such organisations can be shown on organisational charts by depicting various positions in a hierarchical setup. Formal organisations have a rational division of work, and the functionaries have the authority to carry out that work. They work as per the rules and regulations to enable smooth functioning for the achievement of the goals of an organisation.
3. **Informal Organisation:** Informal organisations refer to the informal relationships between people working in formal organisations. The relationships are dependent on their likes and dislikes, as well as emotional needs and attitudes. The informal organisation develops spontaneously between members working in formal organisations. They may be small or large based on common needs, aspirations or values. A functionary can be a member of several informal groups. Informal organisations, though providing support to a formal organisation, can also create bottlenecks in their functioning.
4. **Unity of Command:** According to the principle of Unity of Command, one employee should have only one boss, and he should receive orders from him only. It helps in avoiding conflicts within the organisations, as a person receiving orders from two bosses will not know whom to follow, and he may play the two bosses against each other.
5. **Unity of Direction:** According to this principle, there should be 'One Head and One Plan' to direct all the activities – managerial and operational – in a particular department of the organisation in sync with the overall objectives. For example, all the production activities under one manager and all marketing activities like pricing, advertising, marketing and research should be under the control of one manager and be directed by an integrated plan.
6. **Scalar Chain of Command:** According to Henri Fayol, there is a chain of command from the top to the bottom of the organisation, and no one is outside this chain of command. So all the functionaries of an organisation are in a chain of superior-subordinate relationships from the top to the bottom of the organisation.



## 7. Short and Long Questions

### Short Answer Type Questions

1. Give one definition of Organisation.
2. Name two types of Organisations.
3. Write a note on three principles of Organisations.
4. Write a note on Formal Organisations.
5. Write a note on Informal Organisations.

### Long Question

1. Discuss the Principles of Organisations in detail.

### MCQs for Competitive Examinations:

<https://forms.gle/G7zQjvipLdionR1Q8>

## 8. Suggested Readings

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
3. Basu, Rumki. Public Administration Concepts and Theories. New Delhi: Sterling Publishers Private Limited, 1998.
4. Bhagwan, Vishnoolal and Vidya Bhushan. Public Administration. New Delhi: S. Chand, 2005.
5. Bhattacharya, Mohit. New Horizons of Public Administration. New Delhi: Jawahar Publishers & Distributors, 2016.
6. Fadia, B.L. and Kuldeep Fadia. Public Administration - Administrative Theories. Thirteenth Revised Edition. Agra: Sahitya Bhawan, 2017.
7. Naidu, S. P. Public Administration. New Delhi: New Age International, 2006.
8. Sharma, M. P., B. L. Sadana and Harpreet Kaur. Public Administration in Theory and Practice. Allahabad: Kitab Mahal, 2015.
9. Sharma, Vibha. Fundamentals of Public Administration for Semester – I. Jalandhar: New Academic Publishing Co, 2024
10. Relevant reading material from egyankosh - <http://egyankosh.ac.in/>
11. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- I

### Chapter 3 – B - Hierarchy

**Objectives:** The Objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [Definitions](#)
3. [Hierarchy](#)
4. [Types of Hierarchy](#)
5. [Characteristics/Features of Hierarchy](#)
6. [Advantages](#)
7. [Disadvantages](#)
8. [Cross Channelling/Gang Plank](#)
9. [Conclusions](#)
10. [Important Terms/Concepts/Information](#)
11. [Short and Long Questions](#)
12. [MCQs for Competitive Examinations](#)
13. [Suggested Readings](#)

#### 1. Introduction

Classical thinkers considered hierarchy to be one of the most important principles of the organisation. There is grading or ranking of officials in an organisation as per their relative status or authority. It means the ranking of various people or positions as per their importance in an organisation. It is the chain of command from the top to the bottom of an organisation which leads to a super-subordinate relationship among all the people working in it.

#### 2. Definitions

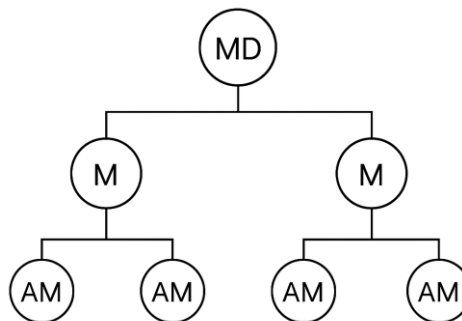
Hierarchy means the rule of the higher over the lower. In administration, it means the presence of several successive levels arranged one above the other. Social scientists have defined Hierarchy in several ways. Some definitions of hierarchy are as follows:

- **Oxford English Dictionary:** Hierarchy is a body of persons or things ranked in grades, orders or classes, one above another.
- **L.D. White:** Hierarchy consists of the universal application of the superior-subordinate relationship through several levels of responsibility reaching from the top to the bottom of the organisational structure.

- **Henry Fayol:** Hierarchy is the series of officials that run as per rank from the supreme authority to the lowest rank. This is the channel through which communication is carried out within the organisation.
- **Weber:** The organisation of offices follows the principle of hierarchy means that, each lower office is under the control and supervision of a higher one.

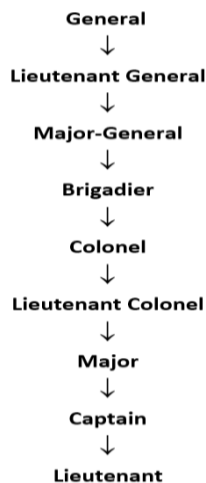
### 3. Hierarchy

The following figure gives an idea of a typical upper, middle and lower managerial hierarchy in an organisation. Hierarchies have the shape of a 'Pyramid' as there are more employees at the base level, i.e. are broader at the base. As one goes up the hierarchy, the number of employees reduces, tapering to a point at the top of the organisation.



The chart below the figure shows the hierarchy of the Indian Military.

Hierarchy of the Indian Military



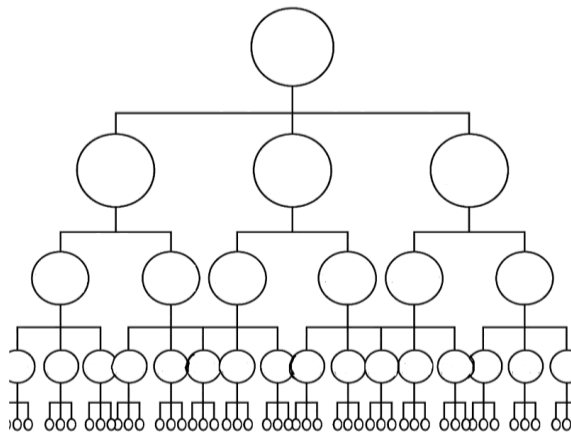
### 3.1. Types of Hierarchy

Normally, we see that some organisations have a large number of hierarchical levels while others have a smaller number of levels. The ones having a large number of hierarchical levels are known as a ‘Tall Hierarchy’, and those having a lesser number of levels are known as a ‘Flat Hierarchy’. Tall hierarchies and Flat hierarchies are shown in the figures.

#### 3.1 Tall Hierarchies

Tall hierarchies have more levels/layers of functionaries and thus have a long chain of command from the top to the bottom of the organisation. The functionaries of these levels have a narrow span of control, i.e. lesser number of subordinates at each level. The advantages of a tall hierarchy with a lower span of control are better supervision, clear demarcation of authority and responsibility, and more promotional avenues.

The disadvantages of a tall hierarchy include slow communication and delayed decision-making due to more levels in the organisation, such organisations are more expensive due to a larger number of levels, and a lack of motivation amongst the employees due to close supervision.



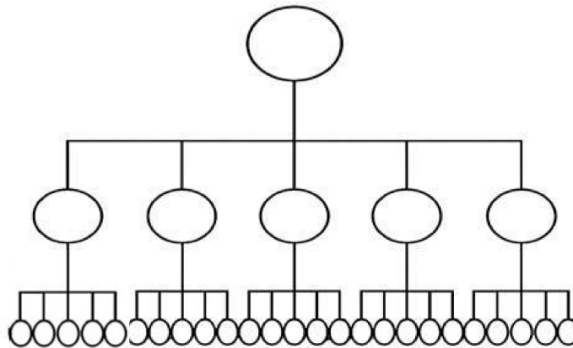
Tall Hierarchy

#### 3.2 Flat Hierarchies

Flat hierarchies have fewer levels/layers of functionaries and thus have a short chain of command from the top to the bottom of the organisation as compared to tall hierarchies. The functionaries of these levels have a wide span of control, i.e. more/a larger number

of subordinates at each level. The advantages of flat hierarchies having a lesser number of levels are effective communication, timely decision-making and more delegation of work.

The disadvantages of flat hierarchies include a higher workload due to a larger span of control, fewer venues of promotion and a lack of effective coordination.



Flat Hierarchy

#### 4. Characteristics/Features of Hierarchy

Hierarchy, a series of superior-subordinate positions, gives structure to an organisation. Following are the characteristics of Hierarchy:

- 4.1. **Division of Work:** The work of the organisation is divided functionally into departments, divisions and sub-divisions as per the required specialisation. These divisions perform specific tasks given to them.
- 4.2. **Authority and Responsibility:** Every position in an organisation has authority according to the location of the position at a particular level. The higher the level, the more the authority and the lower the level, the less the authority. Proportionate responsibility for performing the given work rests with the functionary of the position.
- 4.3. **Formal Rules:** Hierarchy functions through formal rules, policies, procedures and standardised processes.
- 4.4. **Proper Channel:** All commands, directions and communication in an organisation travel through the proper channel created by the scalar chain of command. Overlooking or ignoring any intermediate level while performing an activity in a hierarchical organisation is not acceptable.
- 4.5. **Pyramidal Structure:** Hierarchical organisations have the structure of a 'pyramid', *i.e.* it is broad at the base and tapers towards the top. It

means there are more employees at the lower levels, and the number of employees reduces as we go to the higher levels.

- 4.6. **Unity of Command:** There is a unity of command in hierarchical organizations. A person receives orders only from one superior/boss due to which there is more clarity of objectives and less confusion and conflict.
- 4.7. **Scalar Chain of Command:** There is a scalar chain of command from the top to the bottom of the organizations. All functionaries are in a superior-subordinate relationship.
- 4.8. **Communication:** Communication in the form of orders/decisions and information travels through the channels of hierarchy. These channels are vertical – from the top to bottom and bottom to top; and horizontal – among functionaries at the same level.
- 4.9. **Career System:** A Hierarchy having various levels of authority provides a progression from the lower levels to the higher levels.

## **5. Advantages**

Hierarchy has the following advantages:

- 5.1. **Proper Division of Work:** Hierarchy assists proper division of work in an organisation. It also results in deciding various levels – managerial, supervisory – in an organisation.
- 5.2. **Proper Channels of Communication:** A hierarchical organisation has different levels of employees from top to bottom. The levels also act as vertical, horizontal and diagonal channels of communication in the organisation through which the official communication flows.
- 5.3. **Checks Misuse/Abuse of Authority:** Hierarchy facilitates proper division of work at various levels, so a functionary in a hierarchical organisation is aware of the limits of his authority and the subsequent responsibility. Due to the well-defined authority, there is less chance of abuse/misuse of authority.
- 5.4. **Performance Measurement:** Performance measurement of a functionary in a hierarchical organisation is possible due to a proper division of work as well as attached authority and responsibility.
- 5.5. **Line of Command:** In a hierarchical setup, the line of command is clear. An official is clear about his superior as well as his subordinates. Clear lines of authority help in avoiding jurisdictional conflicts.

- 5.6. **Decentralised Decision-Making:** As authority rests with functionaries at different hierarchical levels, decentralised decision-making is possible. Besides reducing the burden of the functionaries at the higher levels, it also leads to timely decision-making. The quality of decisions is also good, as they are taken as per the conditions in the field.
- 5.7. **Coordination:** Coordination helps in integrating various units/divisions of an organisation into a cohesive whole that can achieve its objectives. It is easier to bring coordination in a hierarchical organisation due to the scalar chain of command that links different levels and their functionaries in a superior-subordinate relationship.
- 5.8. **Delegation of Authority:** Due to clear lines of authority and responsibilities in a hierarchical set-up, the functionaries at different levels can delegate authority to an identifiable authority. It also promotes a sense of belongingness among the subordinates.
- 5.9. **Ensures Accountability:** Hierarchy not only gives authority to the functionaries at different levels but also helps in fixing their responsibilities. The functionaries are thus held accountable for actions.
- 5.10. **Uniformity:** Formal rules in a hierarchy help in maintaining uniformity and order in the organisation. Standardisation, on the other hand, ensures quality

## **6. Disadvantages**

Despite having several advantages, hierarchy has the following disadvantages:

- 6.1. **Red-Tapism/Delays:** Hierarchies have different levels within a unit/department as well as the organisation. Multiple levels in organisations and performance of work through the proper channel lead to delays in decision-making. Tall hierarchies have more levels and hence more red tape/delays.
- 6.2. **Rigidity:** Hierarchy brings in a lot of rigidity due to strict adherence to rules and regulations, authority and responsibility and procedure through the proper channel. Lack of flexibility makes a hierarchical organisation more authoritarian and hence less dynamic.
- 6.3. **Impersonal Relations:** Strict adherence to rules and regulations, procedure through the proper channel and superior-subordinate relationships amongst the employees lead to impersonal relations amongst the employees working in organisations.
- 6.4. **Abuse of Authority:** Functionaries placed at the senior/top level of the organisation, having more authority, may abuse or misuse authority for

personal gains. Misuse/abuse of authority by the functionaries leads to corruption.

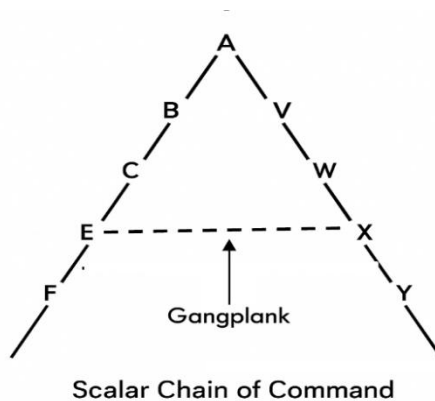
- 6.5. **Communication:** Hierarchical levels are also channels through which communication flows within the organisation in vertical and horizontal directions. In a rigid hierarchical setup, most of the communication is downwards, i.e. from the top to the bottom/superior to the subordinates, rather than both ways. Lesser upward communication may also lead the top-level functionaries not to be aware of the position at the field level.
- 6.6. **Discourages Initiative:** Employees at various levels in the hierarchy generally have to follow the orders given by the superiors or functionaries at the top levels. The employees tend to lose initiative and do not come up with creative ideas.
- 6.7. **Compartmentalisation:** Every unit/sub-unit of the organisation starts working in a compartmentalised manner and treats its work as the most important. It starts optimising its work at the cost of the other and the efficiency and effectiveness of the organisation go down.
- 6.8. **Lack of Participation:** Due to a rigid superior-subordinate relationship, downward communication and rigid procedures, there is a lack of participation of especially from the employees working at the lower levels of the hierarchy, in the decision-making process. Lack of participation leads to the employees not having a sense of belongingness towards the organisation.
- 6.9. **Expensive:** Hierarchical organisations are expensive as they require additional staff at various levels to carry out the work of an organisation.

## **7. Cross Channelling/Gang Plank**

In a hierarchical set up there is a scalar chain of command from the top to the bottom of the organisation. The information flows as per this chain of command, for example, if a person on position 'E' has to seek some information from a person on position 'X', then the route of the file is from C, B, A, V, W and then to X. The file travels to different levels in one department/part and then goes to the other department/part of the organisation. It leads to delays, leading to red-tapism and delayed decision-making. To avoid delays in decision-making, *Henri Fayol* suggests that there can be a cross-channel or a gangplank can be 'thrown open' in which a person on position 'E' can approach a person in position 'X' directly and get the work done. In this case, the superiors of both 'C' and 'W' must be aware that they are dealing directly to avoid confusion and conflict within the organisation. He was also of the view



that the gangplank should be thrown open only selectively, as if all deals across the departments then the person at the topmost level will be ignorant of the goings-on in the organisation. Cross-channelling or gangplanking is also known as level jumping.



## 8. Conclusions

Hierarchy is one of the universally established principles of organisations. It is the scalar chain of command that links every person of the organisation into a superior-subordinate relationship. It works on the principle of unity of command and span of control. As the span is more at the lower levels of the hierarchy and decreases as one goes to the higher levels in an organisation. The decreasing span tapers to the top to a point and the resultant structure is that of a 'pyramid'. Hierarchy also provides vertical and horizontal channels of communication in the organisation.

## 9. Important Terms/Concepts/Information

1. **Flat Hierarchies:** Flat hierarchies have less levels/layers of functionaries and thus have a short chain of command from the top to the bottom of the organisation as compared to tall hierarchies. The functionaries of these levels have a wide span of control i.e. more/larger number of subordinates at each level.
2. **Tall Hierarchies:** Tall hierarchies have more levels/layers of functionaries and thus have a long chain of command from the top to the bottom of the organisation. The functionaries of these levels have a narrow span of control i.e. lesser number of subordinates at each level.
3. **Hierarchy:** According to Henry Fayol, Hierarchy is the series of officials that run as per rank from the supreme authority to the lowest rank. This is the channel through which communication is carried out within the organisation.
4. **Gang Plank:** Henri Fayol gave this concept to avoid delays due to the scalar chain of command, by allowing direct communication between two subordinates at the same level in case of emergency/urgency, without following the formal lines of communication.

## 10.Short and Long Questions

### Short Answer Type Questions

1. Give any three characteristics of Hierarchy.
2. Write a note on the purposes of the Hierarchy.
3. Give three merits of Hierarchy.
4. Give three demerits of Hierarchy.
5. Explain Gangplank.

### Long Question

1. Define Hierarchy. Give its purposes, merits and demerits.

## 11.MCQs for Competitive Examinations:

<https://forms.gle/QcFhKWaE4Fa6aAvE8>

## **12.Suggested Readings**

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
3. Basu, Rumki. Public Administration Concepts and Theories. New Delhi: Sterling Publishers Private Limited, 1998.
4. Bhagwan, Vishnoolal and Vidya Bhushan. Public Administration. New Delhi: S. Chand, 2005.
5. Bhattacharya, Mohit. New Horizons of Public Administration. New Delhi: Jawahar Publishers & Distributors, 2016.
6. Fadia, B.L and Kuldeep Fadia. Public Administration - Administrative Theories. Thirteenth Revised Edition. Agra: Sahitya Bhawan, 2017.
7. Naidu, S. P. Public Administration. New Delhi: New Age International, 2006.
8. Sharma, M. P., B. L. Sadana and Harpreet Kaur. Public Administration in Theory and Practice. Allahabad: Kitab Mahal, 2015.
9. Sharma, Vibha. Fundamentals of Public Administration for Semester – I, Jalandhar: New Academic Publishing Co, 2024
10. Relevant reading material from egyankosh - <http://egyankosh.ac.in/>
11. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- I

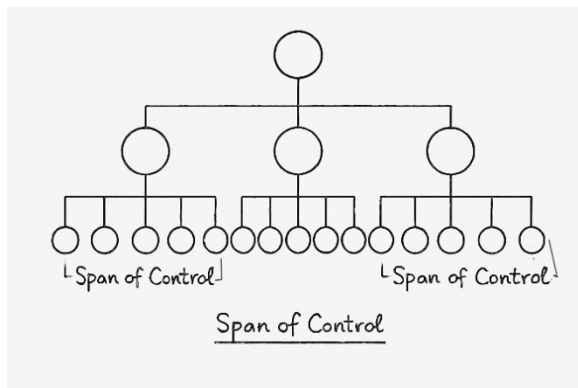
### Chapter 3 – C Span of Control

Objectives: Objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [Definitions](#)
3. [Types of Span of Control](#)
4. [The distinction between Wider and Narrower Span of Control](#)
5. [Ideal Span of Control](#)
6. [Factors affecting the Span of Control](#)
7. [Conclusions](#)
8. [Important Terms/Concepts/Information](#)
9. [Short and Long Questions](#)
10. [MCQs for Competitive Examinations](#)
11. [Suggested Readings](#)

#### 1. Introduction

The span of control is the number of subordinates a superior can effectively direct and supervise. It is also known as Span of Management, Span of Supervision or Span of Attention. According to Dimock, the Span of Control is the number and range of direct, habitual communication between the chief executive of an enterprise and his principal fellow officers. The span of control at the higher levels of the hierarchy is 'less' and as one goes down to the lower levels the span 'increases'. The concept, related to the Span of Attention, has also been studied and described in detail by V. A. Graicunas. Peter Drucker refers to this principle as the span of managerial responsibility.



## 2. Definitions

Following are some definitions of Span of Control given by social scientists:

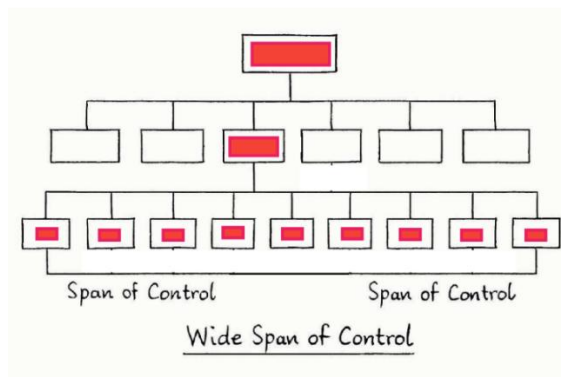
- **Peterson and Plowman:** Span of control is the maximum number of subordinates which can be positioned under the jurisdiction of one executive immediately superior to them.
- **Haimann and Scott:** Span of control is the number of subordinates who can be effectively supervised and managed by a superior.
- **Spiegel:** Span of Control means the number of people directly reporting to an authority.
- **Longenecker:** Span of control is the number of immediate subordinates reporting to a given manager.
- **Lois Allen:** Span of control refers to the number of people that a manager can effectively supervise.

Span of Control is thus the range or the number of immediate subordinates a supervisor can effectively control and supervise. It is dependent on the position a person holds in an organisation due to the limited power of attention, time and energy. If the Span of Control is more then, it can have an impact on the effective utilisation of the human resources in that organisation.

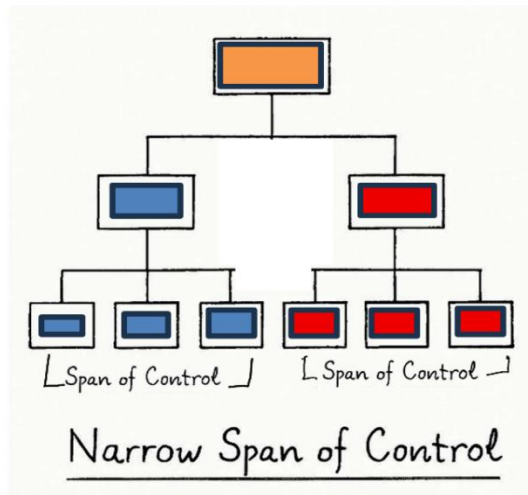
## 3 Types of Span of Control

Span of Control is of two types – Wide Span of Control and Narrow Span of Control.

**3.1 Wide Span of Control:** The diagram shows an organization having a wider span of control. The wider span of control means that a superior has to supervise and control a relatively large number of subordinates. The hierarchy becomes a flat hierarchy due to a wider span of control. Due to the wider span, it may not be possible to effectively supervise all the subordinates manually.



**3.2. Narrow Span of Control:** The diagram shows an organisation having a narrower span of control. The wider span of control means that a superior has to supervise and control a relatively large number of subordinates. The hierarchy, in this case, is a tall hierarchy due to a lesser span of control. Due to a narrower span, the number of levels in the hierarchy is more and it may result in delays in the decision-making when following the proper channel.



#### 4 The distinction between Wider and Narrower Span of Control

Basis	Wider Span of Control	Narrower Span of Control
Number of Subordinates	Relatively more number of Subordinates	Relatively less number of Subordinates
Hierarchy	Flat Hierarchy	Tall Hierarchy
Activities	Possible if routine activities are undertaken	Preferred if activities undergo frequent changes
Competence of Employees	Is possible if all employees are competent and require less supervision	Is not possible if employees are not similarly competent
Communication	Timely due to lesser number of hierarchical levels	Maybe distorted and/or delayed due to more number of hierarchical levels
Coordination	Better Coordination due to the competence of	May have problems in coordinating activities due

	employees and a lesser number of levels	to lack of similar competency and more number of hierarchical levels
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## 5 Ideal Span of Control

Due to limitations of the human capacity to perform mentally and physically, there are limits to the number of subordinates that can be supervised by a superior. Several scholars have given their views on Span of Control and there is no consensus on the ideal span of control. Let us now look into the views given by scholars.

- Sir Ian Hamilton sets the limit from 3 to 4.
- Haldane and Graham Wallace believe that a supervisor can supervise between 10 to 22 subordinates.
- Urwick felt that at the higher levels the span can be 5-6, while at the lower levels it can go vary from 8 to 12.

There is no agreement on the number of universally applicable limits to the span of control. It differs from country to country; it depends on the type of work, and the type of organisations and has been discussed in the latter part of the chapter. Mackenzie and others too, stated that there is no universally applicable optimal span of control, and several factors influence it. However, the scholars feel that a small span will be better for effective control; they advocated for a Span of Control ranging from 3 to 10.

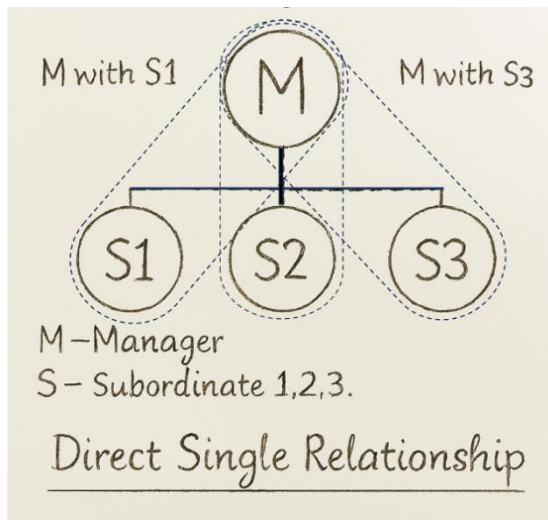
### **Span of Control given by V.A. Graicunas**

In 1933, V.A. Graicunas, a French Management consultant, described the concept of 'Span of Attention', which is similar to the principle of Span of Control. He based his concept on the hypothesis that a supervisor can attend to only a limited number of things at the same time. According to him, if the number of subordinates increases arithmetically, the number of relationships increases almost geometrically. He identified three types of superior-subordinate relationships, namely Direct Single Relationship, Direct Group Relationship and Cross Relationships.

1. Direct Single Relationship: It is the relationship between the superior and his subordinate as shown in the figure –

- Manager (M) with Subordinate (S<sub>1</sub>);
- Manager (M) with Subordinate (S<sub>2</sub>); and
- Manager (M) with Subordinate (S<sub>3</sub>).

So there are a total of three direct single relationships in the stated figure.

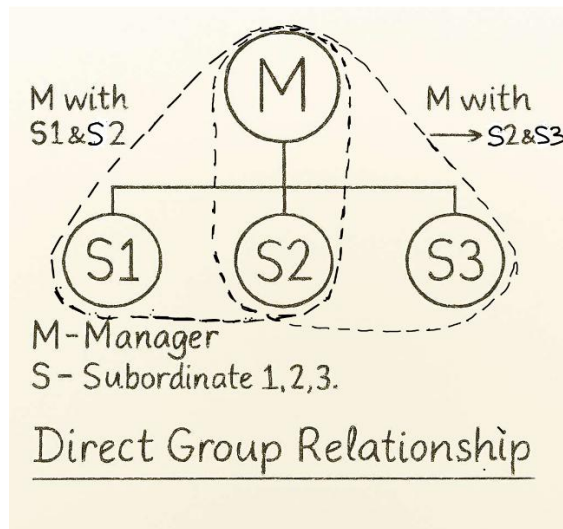


2. Direct Group Relationship: It is the relationship between the superior and his workgroups in all possible combinations as shown in the figure –

- Manager (M) with Subordinate (S<sub>1</sub> & S<sub>2</sub>);
- Manager (M) with Subordinate (S<sub>1</sub> & S<sub>3</sub>); and
- Manager (M) with Subordinate (S<sub>2</sub> & S<sub>3</sub>) and so on ....

The formula for this is  $n(2^n/2-1)$ . If the number of subordinates is 3 then  $3(2^3/2-1) = 9$ . There are a total of 9 relationships.

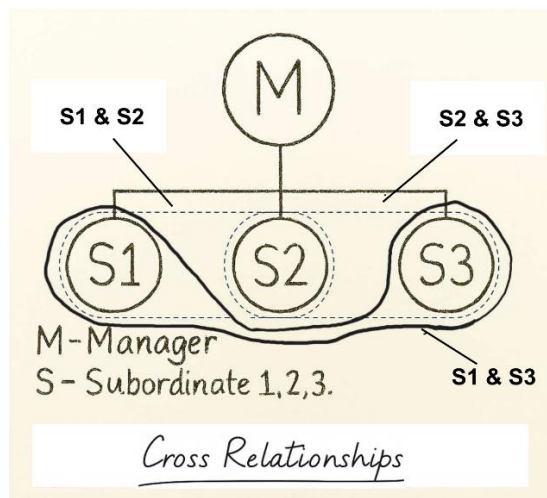




3. Cross Relationships: It is a relationship that arises amongst the subordinates of a common superior, as shown in the figure –

- Subordinate  $S_1$  with  $S_2$ ;
- Subordinate  $S_2$  with  $S_3$ ;
- Subordinate  $S_1$  with  $S_3$ ; and
- So on .....

The formula for this is  $n(n-1)$ . If the number of subordinates is 3, then  $3(3-1) = 6$ .



### Total Number of Interactions

The total number of interactions in an organisation having one superior and three subordinates will be 18. On the addition of one more subordinate, the total number of interactions will increase to 44. If the number of subordinates is 5, then the total number of interactions is 100, and for 6 it is 222. The mathematical formula of Graicunas to calculate the total number of relationships is as follows:

$$r = n(2^n/2+n-1)$$

**r**- total number of relationships.

**n**- no. of subordinates reporting directly to the superior.

Graicunas opined that a superior can effectively supervise 6 subordinates or 222 relationships. At the senior positions, the number of subordinates should be 5 or 6, while at the junior level, the number of subordinates can be 20.

### **Span of Control in the Age of ICTs**

Span of Control in the current times, i.e. the age of Information and Communication Technologies and higher use of computers and other electronic devices, has increased manifold. There is a lot of automation in inventory control, record keeping, accounting and reporting software, communication and financial aspects. This enables the superior to supervise a comparatively large number of subordinates.

## **6 Factors affecting the Span of Control**

- 6.1. Nature of work: If the nature of work is routine i.e. once standard practices are formulated and the nature of work is not going to change frequently, then the span of control can be more/wide. But if work is not of a routine nature and it changes frequently, then several decisions will have to be taken at short intervals, the span of control will be less/narrow. If the nature of work is complex, even then the span will be narrow.
- 6.2. Age of the organisation: If an organisation is new, then span is narrow, but if the organisation is old and they have standard operating practices that are firmly installed and stable, then the span of control is wider.
- 6.3. Level of management: The higher the level of management, wherein the management has to look after several functions, then the span is narrow. As we come down the hierarchy, the span increases. At the supervisory level, the span is greater. At the top-level span is between 3 to 7 subordinates, and at the supervisory level, depending on the work performed, the span can range from 10 to 20 subordinates.

- 6.4. Geographical Dispersion: If the organisation functions from one place, then span can be wider, but if the organisation or its branches are at different geographical locations, then the span of control is narrower.
- 6.5. Supervisory Techniques: If there are standard supervisory techniques of planning and programming, then the span of control is wider, but if there are no such techniques, then the span is narrower.
- 6.6. Use of ICTs: If an organisation is making use of Information and Communication Technologies, then the span of control is wide. But if most of the work is undertaken manually, then the span is narrower. Moreover, nowadays a lot of work is also undertaken by making use of artificial intelligence; the span in such cases can be very wide.
- 6.7. Channels of Communication: Well-identified and demarcated channels of communication can lead to a higher span of control.
- 6.8. Competence of the Supervisor: If the superior has the requisite qualifications and training, then the span of control is wide, as he is competent enough to handle more number of subordinates. In case the superior is less competent and new to the job then his span is narrow.
- 6.9. Competence of the Subordinates: If the subordinates are competent and can perform the given task without close supervision, then the superior can have wider control. In contrast, if the subordinates are less competent and the superior has to teach them to do the work as well as supervise closely, then the span is narrower; and
- 6.10. Delegation of Authority: If both the superior and the subordinates are competent, then the superior can delegate his authority to his subordinates, and his span of control becomes wide. If either is not competent, then less delegation of authority leads to a narrower span. Sometimes the superior doesn't want to delegate authority, resulting in a narrower span and vice versa.

## **7 Conclusions**

Span of Control, thus, is the number of subordinates who can be effectively supervised by a superior manually. It is dependent on the level of the position within the hierarchy; the higher the position, the smaller the span, and the lower the position larger the span. In current times, the span of control has increased manifold due to technological advancements.

## **8 Important Terms/Concepts/Information**

1. **Span of Control:** According to Lois Allen, Span of control is the number of people that a manager can effectively supervise.
2. **Span of Control in the Age of ICTs:** Span of Control in the current times, i.e. the age of Information and Communication Technologies and higher use of computers and other electronic devices, has increased manifold. There is a lot of automation in inventory control, record keeping, accounting and reporting software, communication and financial aspects. This enables the superior to supervise a comparatively large number of subordinates.
3. **Span of Control given by V.A. Graicunas:** In 1933, V.A. Graicunas, a French Management consultant, described the concept of 'Span of Attention', which is similar to the principle of Span of Control. He based his concept on the hypothesis that a supervisor can attend to only a limited number of things at the same time.
4. **V.A. Graicunas on Superior-Subordinate Relationship:** According to him, if the number of subordinates increases arithmetically, the number of relationships increases almost geometrically. He identified three types of superior-subordinate relationships, namely Direct Single Relationship, Direct Group Relationship and Cross Relationships.

## **9 Short and Long Questions**

### **Short Answer Type Questions**

1. Explain Span of Control.
2. What is the maximum number of subordinates that a superior can manually supervise?
3. Give three factors affecting Span of Control.

### **Long Question**

2. Write a note on Unity of Command.

## **10 MCQs for Competitive Examinations:**

<https://forms.gle/gREH7NFxx9RAoc72A>

### **11 Suggested Readings**

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
3. Basu, Rumki. Public Administration Concepts and Theories. New Delhi: Sterling Publishers Private Limited, 1998.
4. Bhagwan, Vishnoolal and Vidya Bhushan. Public Administration. New Delhi: S. Chand, 2005.
5. Bhattacharya, Mohit. New Horizons of Public Administration. New Delhi: Jawahar Publishers & Distributors, 2016.
6. Fadia, B.L. and Kuldeep Fadia. Public Administration - Administrative Theories. Thirteenth Revised Edition. Agra: Sahitya Bhawan, 2017.
7. Naidu, S. P. Public Administration. New Delhi: New Age International, 2006.
8. Sharma, M. P., B. L. Sadana and Harpreet Kaur. Public Administration in Theory and Practice. Allahabad: Kitab Mahal, 2015.
9. Sharma, Vibha. Fundamentals of Public Administration for Semester – I, Jalandhar: New Academic Publishing Co, 2024
10. Relevant reading material from egyankosh - <http://egyankosh.ac.in/>
11. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- I

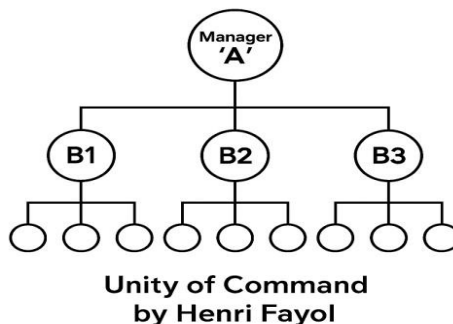
### Chapter 3 – D - Unity of Command

**Objectives:** Objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [Definitions](#)
3. [Advantages of Unity of Command](#)
4. [Disadvantages of Unity of Command](#)
5. [F.W. Taylor's Principle of Functional Foremanship](#)
6. [Unity of Command in Practice](#)
7. [Conclusions](#)
8. [Important Terms/Concepts/Information](#)
9. [Short and Long Questions](#)
10. [MCQs for Competitive Examinations:](#)
11. [Suggested Readings](#)

#### 1. Introduction

Unity of Command is one of the principles of an organisation given by Henri Fayol which states that an employee of an organisation should receive command only from one superior. It also means that no employee should be subjected to the command of more than one superior as it can create conflict in the organisation. A hierarchical organisation based on the scalar chain running from the top to the bottom of an organisation is the basis of the principle of Unity of Command. It provides for a unified command in the entire organisation leading to one head at the top directing the activities of the entire organisation.



#### 2. Definitions

Following are some definitions of Unity of Command:

- **Henri Fayol:** Unity of Command means that 'an employee should receive orders from one superior only.
- **Pfiffner and Presthus:** Unity of Command means “that any member of an organisation should report to one and only one leader.
- **Dimock and Dimock:** A corollary of the chain of command is the unity of command, the principle that each employee should have only one boss.

According to Unity of Command, a principle given by Henri Fayol, a subordinate should receive orders only from one superior.

### 3. Advantages of Unity of Command

Unity of Command has the following advantages:

- 3.1. Good superior-subordinate relationship leading to good industrial relations.
- 3.1. Helps in avoiding confusion due to clear lines of authority and responsibility.
- 3.2. Effective coordination amongst employees is instrumental in making effective teams.
- 3.3. Conforms to the scalar chain of command.
- 3.4. Better decision-making due to effective coordination, clear lines of authority and responsibility.
- 3.5. Clear channels of upward and downward communication.
- 3.6. Good discipline due to clear lines of authority and responsibility.
- 3.7. Higher productivity.

### 4. Disadvantages of Unity of Command

Unity of command has the following disadvantages:

- 4.1. F.W. Taylor advocated the concept of “functional foremanship”, under which a worker receives orders from eight supervisors in different areas of the work he performs. Functional foremanship ensures specialisation and expert supervision.
- 4.2. According to Herbert Simon, the principle of unity of command conflicts with the principle of specialisation.
- 4.3. J.D. Millet advocated “Dual Supervision” and argued that the unity of command needs reconciling due to the dual nature of the job – i.e. technical and administrative.
- 4.4. Seckler-Hudson states that the old concept of one single boss for each person is seldom found; in fact, in complex governmental situations, many interrelationships exist outside the straight line of command.

- 4.5. J.D. Millet advocates the theory of 'Dual Supervision' in place of unity of command. He argues that the Authority and Responsibilities of the managers may overlap, leading to a lack of unity of command.

## 5. F.W. Taylor's Principle of Functional Foremanship

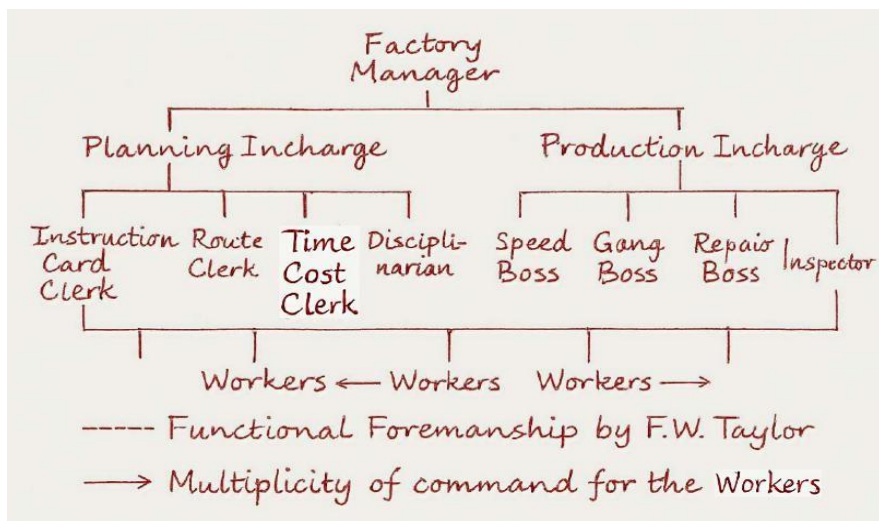
The Principle of Functional Foremanship, propounded by F. W. Taylor, states that a single worker or supervisor is not an expert in all aspects of their job. He opined that there should be eight foremen to guide the workers in the planning and production departments.

Planning Department – The four foremen in the planning department are:

- i. Route Clerk – Responsible for the route of production;
- ii. Instruction Card Clerk – Responsible to give instructions to the workers;
- iii. Time and Cost Clerk – Responsible for preparing time and cost sheets; and
- iv. Disciplinarian – Responsible for maintaining discipline.

Production Department – The four foremen in the production department are:

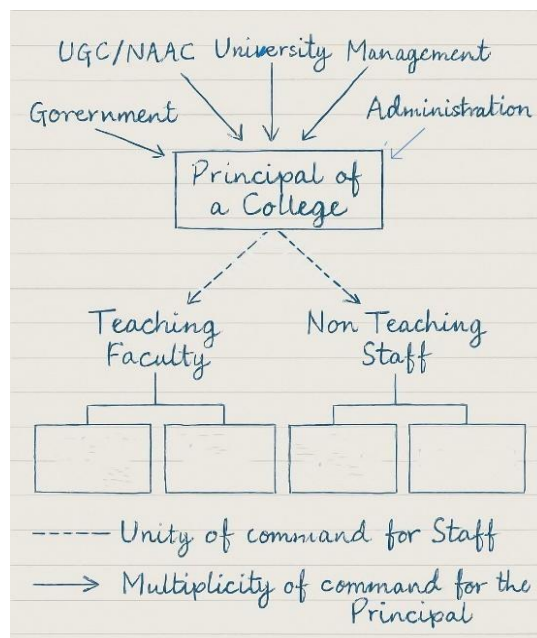
- i. Speed Boss – Responsible for timely completion of work;
- ii. Gang Boss – Responsible for keeping machines and tools ready;
- iii. Repair Boss – Responsible for maintaining machines and tools; and
- iv. Inspector – Responsible for maintaining the quality of work.





## 6. Unity of Command in Practice

In the technology-driven current times, it is not possible to practice the principle of Unity of Command in the conventional form due to specialisations and super-specialisations in literally every field of knowledge. A person may receive orders from several specialised superiors, so the principle of unity of command cannot be practiced. If these commands given by specialised officials are in different areas of operation and are not in conflict with each other, then they are acceptable and help in improving the functioning of the organisation. The author wishes to state here that currently, the situation in organisations is as follows:



## 7. Conclusions

Unity of Command, given by Henri Fayol, relates to one man receiving orders from only one boss, as duality or multiplicity of command may lead to conflict in the organisation. In the present age of specialisation due to science and technological advancements, the principle of unity of command has changed in practice.

### **8. Important Terms/Concepts/Information**

- 1. Henri Fayol:** Unity of Command
- 2. F W Taylor:** Functional Foremanship
- 3. Functional Foremanship:** The Principle of Functional Foremanship, propounded by F.W. Taylor, states that a single worker or supervisor is not an expert in all the aspects of his job. So, he advocated that eight foremen should guide the workers in the planning and production departments.  
**Planning Department** – Four foremen in the planning department are:
  - i. Route Clerk – Responsible for the route of production;
  - ii. Instruction Card Clerk – Responsible for giving instructions to the workers;
  - iii. Time and Cost Clerk – Responsible for preparing time and cost sheets; and
  - iv. Disciplinarian – Responsible for maintaining discipline.**Production Department** – Four foremen in the production department are:
  - i. Speed Boss – Responsible for timely completion of work;
  - ii. Gang Boss – Responsible for keeping machines and tools ready;
  - iii. Repair Boss – Responsible for maintaining machines and tools; and
  - iv. Inspector – Responsible for maintaining the quality of work.
- 4. Unity of Command:** According to the principle of Unity of Command, one employee should have only one boss, and he should receive orders from him only.

### **9. Short and Long Questions**

#### **Short Answer Type Questions**

1. Explain Unity of Command in 25-30 words.
2. Differentiate between Henri Fayol's Unity of Command and FW Taylor's Functional Foremanship.

#### **Long Question**

1. Write a note on Unity of Command.

#### **10. MCQs for Competitive Examinations:**

<https://forms.gle/s92Gn5niExKXtUMw6>

### **11. Suggested Readings**

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
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7. Naidu, S. P. Public Administration. New Delhi: New Age International, 2006.
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10. Relevant reading material from eEgyankosh- <http://egyankosh.ac.in/>
11. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- I

### Chapter 3 – E – Authority and Responsibility

**Objectives:** The objectives of this chapter are to make the students understand;

1. [Introduction](#)
2. [Definition: Authority](#)
3. [Distinction between Authority and Power](#)
4. [Types of Authority](#)
5. [Sources of Authority](#)
6. [Limits to Authority](#)
7. [Responsibility](#)
8. [Types of Responsibility](#)
9. [Authority and Responsibility](#)
10. [Conclusions](#)
11. [Important Terms/Concepts/Information](#)
12. [Short and Long Questions](#)
13. [MCQs on Competitive Examinations:](#)
14. [Suggested Readings](#)

#### 1. Introduction

Authority is an important principle of organisations and is central to administration. Authority, the right to get the work done by others, enables Public Administration to implement public policies. It is the legitimate power to influence the behaviour of a person and groups of persons. Authority attached to different positions in an organisation is as per the hierarchy and importance of the positions. An official cannot get the work done if he does not have an adequate amount of authority.



## 2. Definition: Authority

Authority is at the base of all formal organisations. It is the right of a person to make a decision and then get the work done by asking others to comply with the decision. Every person in an organisation who has to get the work of the organisation done requires authority. Following are some definitions of authority:



- **The Oxford Dictionary:** Authority is the power to give orders and make others Obey; moral or legal supremacy; and the right to command.
- **Henry Fayol:** Authority is the right to give orders and power to exact obedience.
- **Allen:** Authority is the sum of the powers and rights entrusted to make possible the performance of the delegated work.
- **H. A. Simon:** Authority is the power to take decisions which guide the actions of another. It is a relationship between the supervisor and his subordinates. The superior frames and transmits decisions with the expectation that the decisions will be accepted by the subordinates. The subordinate accepts such decisions, and his conduct is determined by them.
- **Mooney and Reiley:** Authority is the supreme coordinating power.

Authority is thus the positional or legitimate power of an official to get the work done in an organisation. It is the power of the superiors to make decisions and get them implemented by their subordinates.

## 3. Distinction between Authority and Power

Power and Authority are often used interchangeably, but they are distinct concepts. Authority is attached to a position in an organisation, and power is informal, referring to the personal influence a person has through which he can get things done. According to M.P. Follett, power is “the ability to make things happen, to be a causal agent, to initiate change.” To Chester Barnard, Power is “Informal Authority”. Max Weber defined Power “as the probability that one actor within a social relationship will be in a position to carry out his own will despite resistance.” Thus, we can say that Power is the capacity or ability to direct or influence/manipulate the behaviour of others or the course of events.

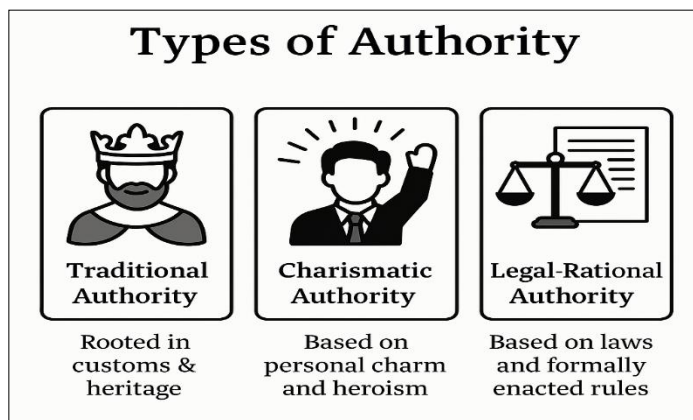
**The distinction between Authority and Power is as follows:**

<b>Basis</b>	<b>Authority</b>	<b>Power</b>
		
<b>Meaning</b>	Authority is the legal and formal right of an individual on a particular position, to give orders and commands, and make decisions.	Power means the ability or potential of an individual to influence others and control their actions.
<b>Location</b>	Authority lies with the position. If there is a change in the person's position, his authority also undergoes a change	Power lies with the person. He can exercise his power even if there is a change in his position
<b>Legitimacy</b>	Authority is legitimate and based on the position within the organisation. Law institutionalises it.	Power based on the influence of a person and not on his position in an organisation is not legitimate. It is not recognised by law.
<b>Extent</b>	Authority is well-defined, noticeable and finite.	Power is not defined, noticeable and finite.
<b>Formal/ Informal</b>	Authority is positional, i.e. every formal position has a certain amount of authority.	Power rests with the individual and is present in the informal setup.
<b>Acceptance</b>	A subordinate accepts authority because it is legitimate.	A subordinate accepts power due to threat, fear and coercion.
<b>Delegation</b>	A superior can delegate authority to a subordinate	A superior cannot delegate power as it is his personal influence rather than official authority.

## 4. Types of Authority

Max Weber, a Sociologist, stated that authority is a universal phenomenon that characterises social relationships. Social scientists have defined and given different types of Authority. Some types of authority are as follows:

- a. Max Weber: Types of Authority:** Max Weber's description of authority relates to the 'Concept of Domination' given by him. He has given the following three types of Authority:



- i **Traditional Authority:** Traditional Authority refers to the authority derived from traditions or customs. The leader gets authority based on established traditions, and the followers follow the leader as the traditions demand them to do so. The leader may inherit this type of authority and may also abuse it by legitimising it under the guise of social traditions and customs.
- ii **Charismatic Authority:** Charismatic Authority is based on the personal qualities of a leader. It is believed that the leader has some exceptional superhuman or supernatural qualities generally referred to as 'charisma'. A prophet, a messiah or a political leader is treated as a charismatic leader and can bring people having differing views on a common platform. The followers accept his authority as long as he possesses and retains his charisma. In case he loses his charisma, he may not be able to retain his position; and
- iii **Legal-Rational Authority:** Legal-Rational Authority is based on rational rules and regulations. The authority under this system rests with the position and not the person. The people or the

subordinates accept the authority of the superior as it is based on law, and people believe in the rightness of law. Obedience of the people and subordinates is as per the legally established impersonal order. The administrative staff under this system is called bureaucracy, which Weber considers as the most efficient form of organisation.

**b. There are three types of authority in most organisations.**

- i **Line Authority:** Line Authority is with the line agency responsible for achieving the primary objectives of the organisation. It flows through the hierarchical structure, having superior-subordinate relationships from the top to the bottom of the organisation. It gives the supervisor the right to direct his subordinates to get the work of the organisation done. Authority is attached to the positions located at different levels of the hierarchy.
- ii **Staff Authority:** Staff Authority is with a staff agency attached to the line agency, outside the line of command. This authority is purely advisory and provides information to the line head or the chief executive to enable him to take an informed decision. It is not obligatory for the line officer to accept the advice given by the staff authority. A staff agency acts as the specialised body/think tank of an organisation.
- iii **Functional Authority:** Functional Authority refers to the limited line authority given to a staff agency to enable it to perform some specialised work. The staff authority may be given command to carry out a particular function in their area of operation. Functional authority helps in maintaining and raising the quality and uniformity of functions in the organisation. It is associated with the functional guidance given to different departments.

**c. Amitai Etzioni has given the following types of Authority:**

- i. **Coercive Authority:** The basis of coercive authority is fear of punishment, penalty or reprimand. The employees or subordinates follow the command due to the fear of being castigated or punished, and not because they accept the legitimacy of the command. The superior may resort to giving negative rewards or physical punishment.
- ii. **Normative Authority:** The basis of normative authority is the norms and standards set up or prevalent in the organisation or society. It is based on value judgements as



contrasted to facts. It is the symbolic rewards that the employees get and are based on perceived esteem and prestige of the organisation. It is based on the established norms and persuasion of the people. Its method of control is symbolic, such as appeals for putting in the best for the benefit of the institution.

- iii. **Utilitarian Authority:** Utilitarian Authority is the use of monetary or material rewards by the superiors to the subordinates to get the work done. It may be in the form of preferential work assignment, a higher salary or increments, and or incentives and perks.

## **5. Sources of Authority**

Authority, as stated earlier, helps an administrator in taking appropriate decisions and getting them implemented. The authority given to him is as per the position he occupies in an organisation. The sources of authority in administrative organisations are as follows:

- a. **Law:** The Constitution of a State is the supreme source of authority and all laws made have to conform to it. Any law that does not conform to the Constitution can be declared ultra vires by the judiciary. Administrators derive authority from different laws and legislative enactments, statutory rules and regulations, judicial interpretations and precedents. For example, for traffic police officials traffic-related rules are a source of authority. Similarly, the Motor Vehicles Act gives authority to the officials of the department of surface (road) transport. These laws describe in detail about the authority of different officials and their right to command obedience in their respective spheres.
- b. **Tradition:** All organisations develop certain norms, precedents and traditions over a period of time. Older the organisations, more entrenched are the norms and traditions developed by either socialization or indoctrination. Law and traditions, both command obedience as law alone may not be sufficient to do so. Traditions are thus an important source of authority in administration. It also includes codes and work habits that enable the higher officials in exacting obedience of the subordinates. Subsequently, the members of the organization give due importance and recognition to values, traditions and codes of their profession. They recognise the role of traditions in helping them achieve the objectives of an organisation.

- c. **Delegation:** Administrative officials at the higher levels of the organisation cannot perform all the work of the organisation, so they delegate their authority to their subordinates. So, delegation is a source of authority for the subordinate to perform a certain part of the work. The delegation of authority, written or oral, has subsequent responsibility. It also helps in lowering the burden of higher officials and training subordinates for future roles at higher positions. For example, in most of government organisations, there are specific documents that authorise the senior officials to delegate their authority to subordinates. In the case of making budgets or other financial transactions, there are very clear and identified positions to which financial authority can be delegated.

Thus, law, tradition and delegation play a substantial role in granting authority to officials at various levels. Normally, written orders by the competent authority, referring to relevant Constitutional or Statutory provisions, accompany a delegation of authority. These orders also indicate the limits of the authority delegated. In the absence of written orders, it may not be perceived to be genuine and hence may not be accepted by the subordinates.

## 6. Limits to Authority

Authority is not an absolute power, as it has limits as per the Parent Act through which it flows. There are Constitutional, legislative, executive, and judicial control mechanisms to check the misuse and abuse of authority. Some of these controls are as follows:

- a. Legislative Control: Parliament and State legislatures exercise control over the authority of the administrators and make them accountable. This accountability is through the ministers who are responsible to the legislature. The legislature exercises control through devices like the question hour, zero hour, calling attention motion, adjournment, general debates and discussions as well as during the enactment of the budget.
- b. Judicial Control: Judiciary and other legal and quasi-legal bodies like tribunals exercise control to ensure that the administrative actions of the officials are well within the limits set by the law. An aggrieved party or a citizen moves the judiciary against the misconduct and abuse of authority of government officials and can sue the government in the court of law if its administrative officers resort to unlawful actions or abuse of authority. Thus judiciary exercises

control to limit the authority of administration and ensure that it is lawfully exercised.

- c. Press and Media: Often considered as the fourth pillar of the government, both the electronic and the print media play a substantial role in exposing abuse of authority and contravention of rights of the people by the government functionaries. Press and media highlight many cases wherein there is abuse and misuse of authority or financial transgressions. Media is a powerful mechanism that brings out the misuse of authority by bureaucratic agencies. There have been several cases in which the government or the judiciary acted on the clues provided by the media.
- d. Civil Society/NGOs: Civil Society/NGOs play an important role in taking up instances of abuse of authority by public functionaries. These Civil society movements work for providing institutional and legal support to vulnerable people to ensure the protection of their rights. Civil Society/NGOs take up issues related to the environment, violence against women and children, consumers, landless labourers etc. Many of these movements have the potential to influence the decisions of the government with wider public participation.
- e. Lok Pal and LokAyuktas: Institutions like Lok Pal and Lokayukta, considered to be the Indian version of the Ombudsman are established as per the law to investigate the complaints of citizens against government officials. They are independent of the executive.
- f. Organisational Hierarchy: Administrative officials at different levels of the hierarchy have the requisite level of authority to enable them to perform their work efficiently and effectively. They are responsible to their immediate superiors for their work. Hierarchy thus sets a limit to the authority of the functionaries at different levels.
- g. Constitutional Safeguards: Constitutional Safeguards: Several constitutional provisions safeguard the rights of the citizens of a country in case the administration misuses or abuses its authority. The administrators are protected against the misuse of authority by the politicians.

Thus, there are limitations to the concept of authority. A government official has to act responsibly as authorised by law. Internal and external control mechanisms ensure that authority *is* judiciously used, following due procedure while exercising it.

## 7. Responsibility

Responsibility is the duty/obligation of an incumbent of a position to carry out certain functions. It is the accountability of a person's actions and performance as per the authority attached to his position.



According to G.R. Terry, “Responsibility is the obligation of an individual to carry out the assigned activities to the best of his ability”. Authority and responsibility should correspond to each other. Classical theorist Henri Fayol stressed that authority should be commensurate with responsibility. If authority is not commensurate with responsibility, then it can be abused.

An administrator, while giving authority to his subordinates, must also make them responsible for exercising authority thoughtfully and decisively. Responsibility takes two forms: Operating responsibility and Ultimate Responsibility. A manager has to get the work done through his subordinates, so he delegates authority to them to enable them to do so, but the ultimate responsibility rests with him. Hence, operating responsibility rests with the person (subordinate) who is exercising the delegated authority, and ultimate responsibility is with the person (superior) who is delegating authority.

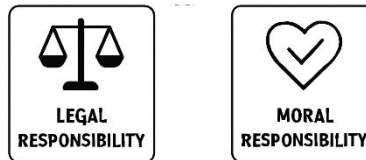
## 8. Types of Responsibility

Administrative responsibility is of the following types:

- a. Professional Responsibility: Many professions have a professional code of conduct to ensure that the members follow it to maintain ethical behaviour and standards. Not only the generalised civil services but the specialised services also have a significant role in the functioning of the government. All these services have a professional code of ethics for their respective members with the onus being on individual conscience. The Civil Services in India have service-specific professional responsibilities.



**TYPES OF RESPONSIBILITY**



- b. Organisational/Institutional Responsibility: All employees have institutional responsibility towards the institutions they serve. They also have responsibilities towards public welfare through these institutions. The employees are responsible for their actions and have an equal amount of authority and responsibility.
- c. Political Responsibility: The political wing of the government has a political responsibility to make citizen-oriented policies, set priorities and allocate resources for the welfare of the people. A political head of a department i.e. in the case of India a Minister is accountable to the Prime Minister and both are accountable to the legislature for the performance of their work. The ultimate responsibility of the political wing is towards the citizens of a country.
- d. Legal Responsibility: Public Administration works under the legal provisions of the law of the land. The Constitution is the supreme law of the land and the administrators carry out their work as per the law of the land. In case they do not follow the established law, rules and regulations they are held liable for the same and action is taken against them. Their actions are subject to the legislative and judicial processes.
- e. Moral Responsibility: Moral values like honesty, integrity and empathy play an important role in ensuring that the administration remains ethical and free of corruption. The legislature, judiciary, media and the civil society continually insist on enforcing moral responsibility in the management of public affairs. Educational institutions impart moral values to the children to raise morally responsible people. Nowadays many training institutions have included moral values in their training manuals.

## 9. Authority and Responsibility

Classical theorist Henri Fayol emphasised that authority should be commensurate/proportionate to responsibility. They have to be co-equal, otherwise, a person due to lack of adequate responsibility may abuse his authority; or if he doesn't have authority may not be able to get the work done. They are complementary and supplementary to each other. Following are the differences between authority and responsibility.

	<b>Authority</b>	<b>Responsibility</b>
<b>Definition</b>	According to Henri Fayol, Authority is the right to give orders and power to exact obedience.	According to G.R. Terry, Responsibility is the obligation of an individual to carry out the assigned activities to the best of his ability.
<b>Basis</b>	Legal right to issue orders	Corollary to authority
<b>Location</b>	Authority is as per the position of an official.	Responsibility is as per the given task of a position.
<b>Objective</b>	To make decisions and implement or get them implemented.	To perform the duties as given by the superior.
<b>Dependent on</b>	Formal position as a superior in the superior-subordinate relationship in the organisation. The higher the position more the authority.	Formal position as a subordinate in the superior-subordinate relationship in the organisation. The higher the position more the responsibility.
<b>Delegation</b>	A superior can delegate authority.	A superior cannot delegate responsibility.
<b>Flow</b>	Authority flows downward through delegation and decentralisation. i.e. from superior to subordinate.	Responsibility flows upward i.e. from subordinate to superior.

## 10. Conclusions

Authority is vital not only for accomplishing the approved objectives but also to hold an official accountable for his conduct and performance. Authority is always accompanied by an equal amount of responsibility to ensure that the

official does not misuse/abuse his authority. Authority and Power are sometimes used interchangeably but power is the personal ability of a person in a position, to influence the behaviour of another person to do things at his bidding. Power is generally based on might, coercion and risk of punishment/reprimand hence lacking legality or legitimacy.

### **11. Important Terms/Concepts/Information**

1. **Authority:** Henry Fayol: Authority is the right to give orders and power to exact obedience.
2. **Types of Authority by Max Weber:**
  - a. Traditional – Authority derived from traditions or customs.
  - b. Charismatic – Authority based on the personal qualities of a leader.
  - c. Legal-Rational – Authority based on rational rules and regulations.
3. **Sources of Authority:** Law, Traditions and Delegation.
4. **Responsibility:** It is the duty/obligation of an incumbent of a position to carry out certain functions. It is the accountability of a person's actions and performance as per the authority attached to his position.
5. **Responsibility:** According to G.R. Terry, "Responsibility is the obligation of an individual to carry out the assigned activities to the best of his ability".
6. **Amitai Etzioni has given the following types of Authority:** Coercive Authority, Normative Authority and Utilitarian Authority
7. **Max Weber: Types of Authority:** Max Weber's description of authority relates to the 'Concept of Domination' given by him - Traditional Authority, Charismatic Authority and Legal-Rational Authority
8. **Power:** Power means the ability or potential of an individual to influence others and control their actions.

## **12. Short and Long Questions**

### **Short Answer Type Questions**

1. Distinguish between Authority and Power.
2. Give two sources of Authority.
3. Write a note on Charismatic Authority.
4. Write a note on Legal-Rational Authority.
5. Write a note on Traditional Authority.
6. Distinguish between Authority and Power.
7. Give three limits to authority.
8. Write a note on Responsibility.

### Long Question

1. Write a detailed note on Authority and Responsibility.

## **13. MCQs on Competitive Examinations:**

<https://forms.gle/SKsjQbJp9Ni4vUBU9>

## **14. Suggested Readings**

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
3. Basu, Rumki. Public Administration Concepts and Theories. New Delhi: Sterling Publishers Private Limited, 1998.
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5. Bhattacharya, Mohit. New Horizons of Public Administration. New Delhi: Jawahar Publishers & Distributors, 2016.
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7. Naidu, S. P. Public Administration. New Delhi: New Age International, 2006.
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9. Sharma, Vibha. Fundamentals of Public Administration for Semester – I. Jalandhar: New Academic Publishing Co, 2024
10. Relevant reading material from egyptankosh - <http://egyankosh.ac.in/>
11. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>



## Unit- II

### Chapter 4 – Communication: Concept, Types, Process and Barriers

**Objectives:** Objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [Definitions](#)
3. [Importance of Communication](#)
4. [Process of Communication](#)
5. [Channels/Flow of Communication](#)
6. [Modes/Methods/Types of Communication](#)
7. [Barriers to Effective Communication](#)
8. [Measures to Improve the Effectiveness of Communication](#)
9. [Conclusion](#)
10. [Important Terms/Terms/Information](#)
11. [Short and Long Questions](#)
12. [MCQs for Competitive Examinations:](#)
13. [Suggested Readings](#)

#### 1. Introduction

Man is a social being, so his need to communicate with other social beings is paramount to any human/social/organisational situation. If people in organisations share their feelings and thoughts and have a shared understanding of the total work situation, then the productivity of the organisation also increases. The term Communication is derived from the Latin word “Communis”, which means ‘common’. People in organisations need to have a shared understanding of situations to achieve shared purposes for which they have come together.

#### 2. Definitions

The term ‘Communication’ is defined as the use of words, letters and symbols or some other means to have ‘common’ information about any object under consideration. Following are some definitions of ‘Communication’:

- **J. D. Millet:** “Communication means a shared understanding of a shared purpose”.
- **Herbert Simon:** “Communication is the process through which decisions are transmitted from one person to another in an organisation”.

- **Keith Devis:** “Communication is a process of passing information from one person to another”.
- **The American Society of Trained Directors:** “Communication is the interchange of thoughts or information, to bring about mutual understanding and assurance of good human relations”.
- **Ordway Tead:** “Communication is the process whereby one person makes ideas and feelings known to another. The underlying aim of communication is a meeting of minds on common issues”.
- **Peter Drucker:** “Communication is hearing what isn’t said”.

An analysis of the definitions of communication reveals it is a means by which people connect with each other in an organization to achieve a desired common purpose. Communication is fundamental to a shared understanding and effective functioning of the organization.

### **3. Importance of Communication**

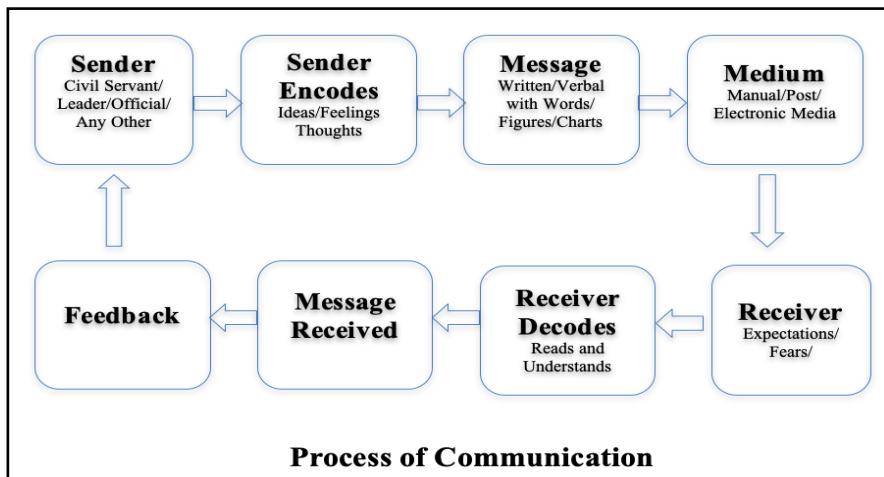
Communication is a means through which different functionaries of an organisation share their knowledge and ideas to achieve their common purpose/objectives. It helps in the planning, decision-making and other processes of the organisation. Chester I Barnard believes that communication is a means by which different people of the organisation are unified as a whole to attain its objectives. The importance of communication is as follows:

- 3.1.** It helps the functionaries in ascertaining and propagating the objectives of the organisation.
- 3.2.** It helps in the decision-making process of the organisation by providing information.
- 3.3.** It enables the functionaries to share thoughts with their superiors methodically, thereby improving the effectiveness of the organisation.
- 3.4.** It plays an important role in the formation of highly productive and successful teams due to their shared understanding of the issues or problems confronting the organisation.
- 3.5.** It helps in bringing the functionaries closer to each other, wherein they discuss plans, policies, goals and procedures.
- 3.6.** It also enables the employees to train and learn from each other, thereby increasing the efficiency of their team.
- 3.7.** A shared understanding of the goals and objectives by all involved inspires the team to excel.

- 3.8. Shared understanding and effective communication also help in raising their level of motivation and morale.
- 3.9. It is an important tool not only for planning and coordination but also for supervision.
- 3.10. It helps in fostering good interpersonal relations between the members of the organisation.

#### 4. Process of Communication

Communication is an important aspect of the functioning of organisations. It involves at least two people, though nowadays the number of people receiving communication can be very large due to the use of Information and Communication Technologies. Communication as a process is as shown in the diagram.



- 4.1. **Sender:** The Sender is the person who has to send an important message to the receiver. He has certain ideas, feelings, emotions and information that he intends to share with one or more persons.

The Sender can be the government/leader/official/senior/general public/anyone who is the affected party. The Receiver can be the government/leader/official/senior/general public/anyone who is the affected party.

##### Example:

- A Deputy Commissioner wants to send directions/command/information to the Superintendent of Police regarding the maintenance law and order of his district.

- A senior wants to send directions to his subordinates to perform a specific assignment.

**4.2. Encoding:** The sender encodes the message and formalises it by including the right words/figures/images. He then sends this encoded message to the receiver.

**Example:**

- Office of Advisor to the Administrator, UT-Cum-Chairperson, State Executive Committee of State Disaster Management, UT, Chandigarh encodes directions/command/information to the people about the imposition of curfew due to corona in the district by an office order. While encoding he makes sure to include all the relevant information.

**4.3. Message:** Once encoded the feelings/emotions/ideas become a message. A message may be verbal or non-verbal. In the case of formal organisations, messages giving directions/orders are in written form. After the message is encoded, then an appropriate medium is selected to send it to the receiver.

**Example:** A typical order - message - by the Government of India

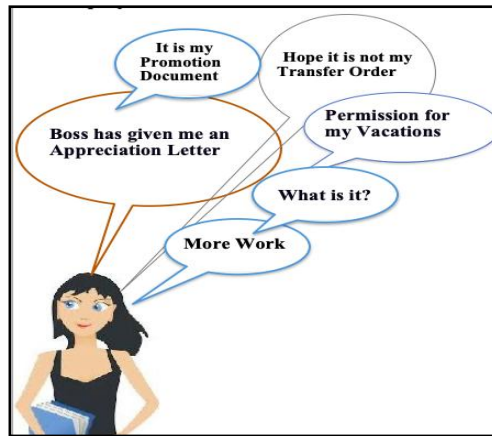
**4.4. Medium:** An appropriate medium is selected by the sender to send the encoded message to the receiver at the right time. In case a wrong medium is selected then either the information may not reach or may reach late. Medium to send a message may be a meeting, telephone, electronic device, e-mail or video conferencing.

**Examples:**

- Meetings conducted at the higher levels to decide on policies and programmes.
- Message given on telephone, mobile and video-conferencing.
- Website, E-Mail and other forms of electronic communication.

**4.5. Receiver:** The medium delivers the message to the receiver. The receiver receives the encoded message with certain expectations, values and fears.

**Examples:** After receiving message from the superior/leader/government the receiver has expectations, fears, anxiety and other feelings.



**4.6. Decoding:** Generally, after receiving the message, the receiver at first glances through it. Later on, he reads the message in detail i.e. he decodes the message. While decoding the message, the receiver interprets its objectives and intent.



**4.7. Message Received:** After decoding the message, he goes through it again to understand the real intent of the message.



**4.8. Feedback:** The receiver's response to the message after understanding its intent constitutes its feedback and also communicates to the sender whether the receiver has understood the message or not. Feedback enables the sender to take the required action to improve the efficiency of the organisation.

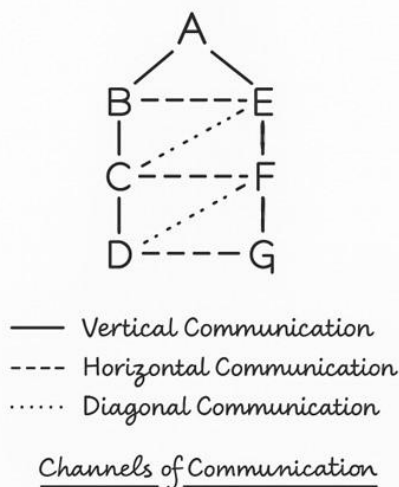


## 5. Channels/Flow of Communication

Every organisation provides for channels or paths through which organisational communication flows and reaches its members in different departments. There are two types or channels of communication in organisations – formal and informal channels of communication. The formal channels of communication act as linkages among the employees and flow along the scalar chain of command. They aim at facilitating the effective performance of work in a coordinated manner. Following are the different channels/types/flow of communication:

### 5.1. Formal Communication and Informal Communication

Formal channels of communication are official channels that are made use of by the officials to communicate with members of different departments at various levels. Informal channels of communication are through the informal relations between the functionaries of the organisation. Following are the different types of formal and informal channels of communication:



**5.1.1. Vertical Communication:** Vertical Communication is a formal channel of communication that includes both the Downward

Communication, that is from the top to the bottom of the organisation and Upward Communication, that is, from the bottom to the top of the organisation. Following is a brief description of Vertical Communication:

- 5.1.2. **Downward Communication:** Downward communication is the organisational communication that flows from the top of the organisation to the lower levels. It is a means through which the senior functionaries of the organisation inform/communicate the organisational objectives, including policies, plans, directions and procedures to the functionaries situated at different levels in the organisation.

Downward Communication helps the top-level functionaries in influencing the behaviour of the lower-level personnel and inspiring them to achieve organisational objectives. It also helps in administering rewards, reprimands, approval and punishment.

- 5.1.3. **Upward Communication:** Organisational communication that flows from the bottom to the top of the organisation is Upward Communication. Both Upward and Downward Communication are important for the effective functioning of the organisation. Upward communication is a means through which the top-level functionaries come to know about the effective/ineffective implementation of the decisions made at the senior levels, the performance of the subordinates, as well as employees' attitudes towards organisational decisions. Upward communication provides information to the top-level functionaries to enable them to make decisions. It also enables the senior functionaries to take timely corrective measures in case required.

Upward Communication may be distorted due to a more hierarchical levels, as every level may tend to weigh information and may end up deleting important information. Sometimes, seniors may ignore timely information given by the lower-level functionaries. Sometimes, lower-level functionaries do not to transmit unfavourable information to the seniors.

- 5.2. **Lateral/Horizontal Communication:** Lateral/Horizontal Communication is a formal channel of communication that takes place between the functionaries at the same hierarchical levels. Classical theorist Henri Fayol supported this form of communication while discussing 'gangplank' and recommended allowing functionaries at the same level of hierarchy to communicate with each other directly. He stated that the functionaries should have the required permission from their respective

superiors to do so, and also keep them informed about their communication. 'Gangplank' does not undermine or violate hierarchy but helps reduce the time taken in the decision-making process.

**5.3. Diagonal Communication:** Diagonal Communication is the formal channel of communication between functionaries located at two different levels of hierarchy or functionaries from different organisational units located at different levels. It helps in coordinating and integrating as well as bypassing the chain of command. Communication between the Line and Staff agencies is diagonal communication. There is a possibility of confusion as it bypasses the scalar chain of command. Timely information to the superior is instrumental in removing confusion.

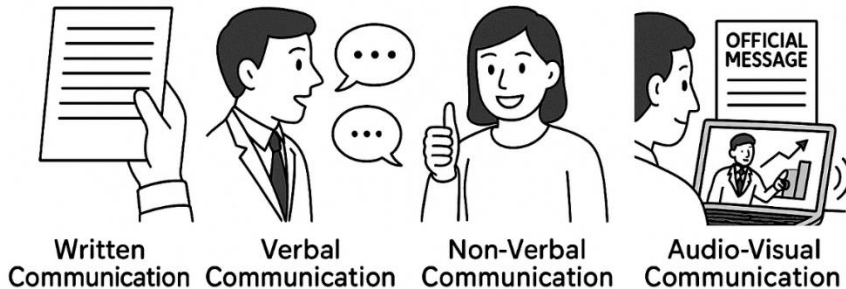
**5.4. Unofficial Communication:** Unofficial Communication is a communication between the superior and the subordinate wherein the superior informs his subordinates about a forthcoming change in the rules and regulations, plans and policies of the organisations. A superior may also inform the subordinate about his expected promotion or increase in remuneration before it is transmitted to him by the authorities. Unlike informal communication which may or may not be true, unofficial communication is true but not formally announced though a decision has been taken. It helps in preparing the subordinates for the changes in advance as well as earning their goodwill.

**5.5. Grapevine/Informal Communication:** Informal communication is an intrinsic part of the informal relations between the functionaries of the formal organisation. It is also called 'grapevine'. It is the informal workplace dialogue that is characterized by an exchange of information between different employees and does not follow any formal channels or rules. Communication, both accurate as well as inaccurate, travels with a great speed between members of the informal groups. In informal communication the source of the information may be unknown or unidentifiable. It provides the subordinates with an informal means of expressing their views, attitudes, feelings etc. about the functioning of the organisation.

## **6. Modes/Methods/Types of Communication**

There are various modes of organisational communication which help in conveying policies, plans, ideas, directions and decisions to the functionaries located at different levels. Following are the different modes/methods/types of communication:





**6.1. Written Communication:** Written Communication includes policies, plans, decisions, rules and regulations, orders and instructions that are in written or electronic form. Benefits of written communication:

- i It constitutes the memory of the organisation.
- ii Is a source of reference for not only the current but also future functionaries, as functionaries may change in due course and hence oral communication may not stand the test of time.
- iii It is accurate, precise, clear and reliable.

Limitations of written communication include:

- i Is a time-consuming and expensive activity.
- ii It leads to an enormous amount of files that require storage over a period of time.
- iii The language of the people writing may not be refined leading to ambiguous and vague information

**6.2. Verbal or Oral Communication:** Verbal/Oral Communication is the face-to-face exchange in a meeting, video-conferencing or telephone.

Benefits of verbal communication:

- i It saves time, provides a personal touch and gives immediate feedback.
- ii It is more effective as there is a free exchange of ideas, questions, fears and apprehensions which can help in removing bottlenecks in the functioning of the organisation. If the functionaries can express themselves clearly and accurately then it helps in promoting a better understanding of ideas and objectives.
- iii It also helps in the participation of the functionaries in the decision-making process.

Oral/Verbal Communication has some limitations including:

- i It is not a record for the future as it is not in written form;
- ii It may not be able to give an accurate picture of the total situation and people may not express freely and clearly; and
- iii It may be difficult to assemble the required functionaries to discuss the issues at hand.

**6.3. Non-Verbal Communication:** Non-verbal communication is an important part of the day to day interaction of the superiors and the subordinates. Feelings and ideas are sometimes better conveyed through gestures or other non-verbal actions. Non-verbal communication includes gestures involving hands, eyes, speed of speaking, and pitch of the voice as well as posture. The subordinates need to understand the written, oral as well as accompanying gestures to understand what the superior is trying to convey.

**6.4. Audio-Visual Communication:** Audio, visual and/or audio-visual communication, popularly known as A/V methods, has become an important mode of communication in the present era of ICTs. This type of communication is suitable while presenting reports, training and addressing a large number of employees as well as publicising the work of the organisation. Understanding is considered to be enhanced as A/V communication leaves a lasting imprint on the minds of the receivers.

## 7. Barriers to Effective Communication

Communication travels through different channels within the formal organisation from the top to bottom or bottom to top, laterally as well as diagonally. There is a possibility of distortion in communication as people at different levels of hierarchy may have different perceptions. Following are some barriers to effective communication:

- 7.1. **Language Barriers:** Language used may be too complex and technical for functionaries at all levels to understand.
- 7.2. **Information Overload:** A human mind cannot register all the incoming information and tends to filter out some information which he may consider to be unnecessary and irrelevant. At times some essential information may be left out while communication travels through different levels.
- 7.3. **Lack of Interest of the Receiver:** If a receiver has no interest in the message he receives, then it is very difficult to get the message across to him;
- 7.4. **Credibility of the Sender:** A person tends to evaluate the credibility of the sender. If, in the opinion of the receiver, the sender doesn't have much

credibility, then the receiver may reject that message/information/communication.

- 7.5. **Delayed Communication:** If communication doesn't reach the receiver on time, then it may not be of any relevance to him or may even harm the interests of the organisation.
- 7.6. **Size and Distance:** If the number of personnel in an organisation is large and it is spread over a large geographical area then sending timely information to all becomes difficult if done so manually.
- 7.7. **Different Perceptions:** Different perceptions of the people due to their educational qualifications, socio-economic backgrounds and levels within the organisation is very difficult to overcome.
- 7.8. **Medium:** Selection of a wrong and unsuitable medium is a barrier to effective communication.
- 7.9. **Cultural Barriers:** Organisations have people from different social and cultural backgrounds that may have an impact on the way they receive and interpret information.
- 7.10. **Interpersonal Relations:** If an organisation does not have good interpersonal relations, then the chances of distorted communication are more.

## 8. Measures to Improve the Effectiveness of Communication

Barriers to effective communication exist in almost all organisations to some extent. The need is to overcome these barriers to ensure effective communication. Following are some such measures:

- a. **Clarity of Purpose:** The purpose of communication must be comprehensible to both the sender and the receiver.
- b. **Clear and Simple Language:** The language of the communication must be understandable and uncomplicated rather than full of technical jargon. Communication needs to be in the language of the target group to enable them to fully comprehend.
- c. **Timely:** Communication can be made effective if all concerned adhere to the given timelines.
- d. **Length of the Communication:** The communication should neither be too much nor too less. It should be adequate to retain the attention of the employee/functionary. If the amount of information given is more than it can be given, concise titles and subtitles along with a summary at the end of the communication. There is a need to avoid repetition in communication.
- e. **Appropriate Medium:** Communication can be made effective by selecting the most appropriate medium to deliver it.
- f. **Feedback:** Feedback received by the functionary about the communication should be utilised for future communication.

- g. **Channels of Communication:** Communication should be sent through well-thought-out channels so that it reaches the right person at the right time.

## **9. Conclusion**

Communication is thus a process which enables a person to send a message to another person. It is also a process through which officials send and receive messages through the scalar chain of command in the organisations. Communication has to be timely to be effective, so the right mode of communication needs to be selected.

### 10. Important Terms/Terms/Information

1. **Sender:** The Sender is the person who has to send an important message to the receiver. He has certain ideas, feelings, emotions and information that he intends to share with one or more persons.
2. **Encoding:** The sender encodes the message and formalises it by including the right words/figures/images. He then sends this encoded message to the receiver.
3. **Message:** Once encoded the feelings/emotions/ideas become a message.
4. **Medium:** An appropriate medium is selected by the sender to send the encoded message to the receiver at the right time.
5. **Receiver:** The medium delivers the message to the receiver. The receiver receives the encoded message with certain expectations, values and fears.
6. **Written Communication:** Written Communication includes policies, plans, decisions, rules and regulations, orders and instructions that are in written or electronic form. Benefits of written communication.
7. **Verbal or Oral Communication:** Verbal/Oral Communication is the face-to-face exchange in a meeting, video-conferencing or telephone.
8. **Non-Verbal Communication:** Non-verbal communication includes gestures involving hands, eyes, speed of speaking, and pitch of the voice as well as posture. The subordinates need to understand the written, oral as well as accompanying gestures to understand what the superior is trying to convey.
9. **Audio-Visual Communication:** Audio, visual and/or audio-visual communication, popularly known as A/V methods, has become an important mode of communication in the present era of ICTs.
10. **Formal Communication and Informal Communication:** Formal channels of communication are official channels that are made use of by the officials to communicate with members of different departments at various levels. Informal channels of communication are through the informal relations between the functionaries of the organisation.
11. **Vertical Communication:** Vertical Communication is a formal channel of communication that includes both the Downward Communication and Upward Communication.
12. **Grapevine/Informal Communication:** Informal communication is an intrinsic part of the informal relations between the functionaries of the formal organisation. It is also called 'grapevine'

## **11. Short and Long Questions**

### **Short Answer Type Questions**

1. Write one definition of Communication.
2. Write a note on the importance of Communication.
3. Write one note on the barriers of Communication.
4. Write three measures to improve Communication.
5. Give three means of non-verbal Communication.
6. Write a note on any three Media of Communication.
7. Write a note on any two channels of Communication.
8. What do you understand by Formal/Informal Communication?
9. Explain Grapevine.

### **Long Question**

1. Define Communication. Give its Importance and Process of Communication.
2. Define Communication. Give its process. Discuss the hindrances to effective Communication.

## **12. MCQs for Competitive Examinations:**

<https://forms.gle/dijn4nPSp47oxmuP9>

### **13. Suggested Readings**

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
3. Basu, Rumki. Public Administration Concepts and Theories. New Delhi: Sterling Publishers Private Limited, 1998.
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5. Bhattacharya, Mohit. New Horizons of Public Administration. New Delhi: Jawahar Publishers & Distributors, 2016.
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10. Relevant reading material from egyptankosh - <http://egyankosh.ac.in/>
11. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- II

### Chapter 5 – Coordination: Concept, Methods and Hindrances

**Objectives:** Objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [Definitions](#)
3. [Characteristics of Coordination](#)
4. [Coordination and Cooperation](#)
5. [Need and Importance of Coordination](#)
6. [Types of Coordination](#)
7. [Techniques of Coordination](#)
8. [Hindrances to Effective Coordination](#)
9. [Measures to Remove Hindrances](#)
10. [Conclusion](#)
11. [Important Terms/Terms/Information](#)
12. [Short and Long Questions](#)
13. [MCQs for Competitive Examinations](#)
14. [Suggested Readings](#)

#### 1. Introduction

Coordination is an important activity that ensures the smooth functioning of an organisation. It includes the amalgamation, integration and synchronisation of the efforts of the members of the organisation to provide unity of action in the pursuit of common goals. It helps in binding all the departments as well as hierarchical levels to attain the objectives of the organisation.

#### 2. Definitions

Coordination is the process of arranging or organising functionaries of an organisation or teams in such a manner that they work together in a well-planned and harmonious manner. Following are some definitions of Coordination:

- **Henri Fayol:** “Coordination is essential to harmonise all the activities of an organisation to facilitate its working and success”.
- **Charles Worth:** “Coordination is the integration of several parts into an orderly whole to achieve the purpose of understanding”.



- **J.D. Mooney:** “Coordination is an orderly arrangement of a group effort, to provide unity of efforts in pursuit of a common purpose”.
- **McFarland:** “Coordination is the process in which an executive develops an orderly pattern of group efforts among his subordinates and secures the unity of action in the pursuit of a common purpose”.

Coordination, as per different scholars, is a managerial function that arranges and integrates different interdependent units or groups of an organisation to ensure smooth and harmonious functioning. According to Mooney, coordination brings in unity of action to achieve common goals.

### 3. Characteristics of Coordination

Coordination is a managerial function that helps in integrating organisational activities so that they work harmoniously. Following are the characteristics of Coordination:

- 3.1. **Continuous Process:** Coordination is a continuous process that is dynamic in form and content. It is never-ending and never-complete and involves periodic monitoring of activities of different departments to ensure and identify the requirement for course correction.
- 3.2. **Managerial Activity:** Coordination is a managerial activity undertaken by not only the functionaries at the senior levels but at all levels.
- 3.3. **Integrative Activity:** Coordination helps in integrating and unifying the efforts of different individuals, a group or groups to attain common objectives and work harmoniously.
- 3.4. **Inter-dependence of Parts:** It recognises that diversity and interdependence between departments/groups in the organisations need to be harmonised.
- 3.5. **Conflict Resolution:** Coordination helps in managing inter-departmental and inter-personal conflicts to ensure smooth functioning of the organisation.
- 3.6. **Deliberate Managerial Activity:** It is not an automatic but a deliberate managerial function to ensure the smooth functioning of the organisations.
- 3.7. **Universal Process:** It is a universal function of the management of all types of organisations.

### 4. Coordination and Cooperation

Coordination and Cooperation both are essential components for the smooth functioning of an organisation. Coordination is a deliberate effort, while cooperation is a mutual and voluntary effort, they cannot be used interchangeably. Lack of cooperation in efforts to bring coordination and vice

versa is detrimental to the organisation's interests. Following is a comparison between coordination and cooperation.

<b>Basis</b>	<b>Coordination</b>	<b>Cooperation</b>
<b>Meaning</b>	It is the process of organising or arranging functionaries or groups to ensure that they perform their work harmoniously.	It is the functionaries coming together voluntarily and helping each other to achieve a common goal.
<b>Organisational/ Individual</b>	It is an organisational effort.	It is due to individual efforts.
<b>Deliberate/ Voluntary</b>	It is a deliberate effort initiated by the management to bring functionaries together to achieve common objectives	It is a voluntary and collective effort of the functionaries to achieve common objectives.
<b>Relationship</b>	It is based on official or formal relationships	It is basically a result of informal relations between the functionaries working in formal organisations.
<b>Scope</b>	It is broader in scope and includes cooperation	It is a part of the coordination process

## 5. Need and Importance of Coordination

Modern organisations are large-scale organisations that may be spread over a large geographical area, due to which they may lack coordination and may not function smoothly. Coordination becomes extremely important due to the following reasons:

- 5.1. **Large and Complex Organisations:** Modern organisations are large and complex units. They may also have several attached offices, located in different places. These organisations have multiple objectives, may produce a large range of products or provide a number of services to the people. Large size and complexity of an organisation necessitate proper coordination to ensure smooth functioning.
- 5.2. **Multiple Hierarchical Levels:** Increasing levels of multiple and complex hierarchies require more effort to bring coordination. For instance, Indian Railways is a very large network of offices ranging from

national, regional, state to local levels. These offices, arranged in a hierarchical setup, also have office-level hierarchies.

- 5.3. **Division of Work:** Detailed division of work in this age of specialisation leads to too many specialised units working in their respective departments and ignoring the work of others. Sometimes such units also start functioning at cross purposes with each other. Coordination helps in unifying their efforts to enable effective functioning.
- 5.4. **Organisational Conflicts:** Organisational conflict can occur between colleagues or leaders and lead to a lack of unity and cooperation in the workplace. Conflicts due to personal reasons also harm the interests of the organisation and vitiate the atmosphere. Organisational conflict can lead to decrease in productivity, damage of property, lower morale, increased levels of stress levels and employee turnover. Coordination helps in reducing conflict and thereby facilitating the smooth functioning of the organisation.
- 5.5. **Line-Staff Conflict:** The line agencies perform the primary functions of an organisation while staff agencies assist and advise the chief executive. Line agencies work in the field and are accountable for the work they perform while staff agencies are advisory bodies. Conflict/difference of opinion often arises between the line and staff agencies as line agencies feel that the staff agencies encroach upon their authority. Coordination helps in resolving issues of the difference of opinion between the Line and Staff agencies to ensure a well-coordinated organisation.
- 5.6. **Good Industrial Relations:** Good industrial relations between the employers and the employees and other functionaries of the organisation facilitate higher and quality output. Good industrial relations also indicate a harmonious working atmosphere in the organisation. Coordination helps in ushering good industrial relations between the employees and the employers. It also helps in reducing conflict between them leading to no/less strikes and dharnas or disruption in the functioning of the organisation.
- 5.7. **Unifying Personal Differences:** People from diverse economic, social and cultural environments work in organisations having different views and perceptions. They may also have differences on account of their capacity, capability and approach to work. Coordination helps in unifying these differences to ensure cohesiveness in their efforts to attain common goals.
- 5.8. **Inter-dependence:** An organisation is a system having different interrelated and inter-dependent units/departments, i.e. the effective

functioning of one department/unit is dependent on other departments/units. Coordination helps different interdependent units in an organisation to integrate their efforts to make sure that the organisation functions smoothly and achieves its goals.

- 5.9. **Optimum Utilisation of Resources:** Effective coordination is essential for the optimum utilisation of the human and material resources in an organisation, as it can prosper only if its human and material resources are used judiciously.
- 5.10. **Promoting Team Spirit:** Coordination promotes team spirit in the organisation by integrating its functioning, encouraging communication and cooperation, besides managing conflict between the functionaries working in different departments/units.

## 6. Types of Coordination

Coordination is a continuous managerial function that integrates the efforts of a group or groups to attain goals. Following are the different types of coordination:

- 6.1. **Vertical Coordination:** Vertical Coordination is the synchronisation of the efforts of functionaries working at different hierarchical levels, i.e. higher-level, middle-level and lower-level. It is also between the superior and subordinates working in the same department of the organisation, i.e. coordination between the manager and his immediate subordinates.
- 6.2. **Horizontal Coordination:** Horizontal Coordination is between functionaries across departments and functionaries working at the same level within the organisation. It is through cooperation and consultation within cross-functional teams, interdepartmental meetings and specific committees formed for coordination. For example, coordination between different managers of different departments like production, finance, personnel, etc., *i.e.* all people at the same hierarchical level.
- 6.3. **Diagonal Coordination:** Diagonal Coordination is between functionaries working in different departments and levels to ensure the completion of a task. It helps in aligning strategic, operational and tactical goals, for example, coordination between the line and staff agencies and project management offices.
- 6.4. **Internal and External Coordination**
- **Internal Coordination:** Internal Coordination is the harmonising of the activities and efforts of functionaries working in the same unit/plant/offices of an organisation.

- **External Coordination:** External Coordination is harmonising the activities and efforts between the organisation and its environment. For example, between the organisation and the market, government, shareholders, and the environment of the organisation.
- 6.5. **Informal Coordination:** Informal Coordination is the process through informal interactions, relationships and networks within the organisation. It complements the formal coordination processes and plays a key role in bringing unity amongst various parts of the organisation. It is through social networks, grapevine and enhanced communication during social events, informal meetings, gossip and speculations etc.

## **7. Techniques of Coordination**

Coordination is a mechanism that unifies different parts of an organisation into a whole, but it is a complex process that requires identified techniques. Following are some techniques that lead to a well-coordinated organisation:

- 7.1. **Clear and well-defined Goals:** Clear and well-defined departmental and organisational goals must be determined by the organisation to guide the functioning of different departments and the organisation. It is one of the first and foremost techniques to effect coordination. After identifying the goals, the management must convey them to all functionaries at all levels.
- 7.2. **Plans and Policies:** Effective and well-thought-out plans and policies of the organisation help in coordinating and unifying various parts of the organisation. Plans and policies bring clarity and uniformity in the functioning and decision-making process, thereby bringing coordination.
- 7.3. **Standardised Procedures:** Standardisation of organisational procedures, policies, and methodology helps in bringing uniformity in the functioning of the organisation. It also helps in unifying the organisation by providing well-thought-out and standard measures, besides enabling the superior to measure the performance of his subordinates.
- 7.4. **Organisational Hierarchy:** A well-functioning organisational hierarchy can bring in maximum coordination. The superiors coordinate the functioning of their subordinates from the top to the bottom of the organisation. Adherence to the hierarchical structure helps in coordinating the functioning of different levels and departments.
- 7.5. **Authority and Responsibility:** Identifiable authority and subsequent responsibility attached at all levels facilitate the use of authority to get

the work done. Responsibility attached to the authority of a position holds a functionary accountable for their actions. Well-defined and demarcated lines of authority and subsequent responsibility are an effective technique to achieve coordination.

- 7.6. **Effective Leadership:** Coordination is a continuous and dynamic process from the planning to the execution stage of a project. A good leader can take all the functionaries of the organisation along in the achievement of organisational goals by guiding, motivating and persuading them towards achieving the objectives. Due to his leadership qualities, the leader/superior can be a good coordinator.
- 7.7. **Effective Supervision:** Effective supervision by superiors at all levels helps in bringing coordination by enabling effective control on the functioning of the organisation as well as inspiring the functionaries.
- 7.8. **Effective Communication:** Clear lines of communication help in the free exchange of ideas amongst the functionaries of the organisation. Effective vertical, horizontal, diagonal, as well as informal communication is facilitated by building trust among the members of the organisation and also fostering good interpersonal skills, which help create proper understanding among persons. Effective communication helps in bringing coordination within the organisation.
- 7.9. **Conferences and Committees:** Coordination is not always voluntary but is achieved with the help of conferences and committees. These devices provide platforms to initiate constructive discussions and find solutions to the problems confronting the organisation.
- 7.10. **Participative Decision-Making:** Participative decision-making is an effective tool of coordination as it induces a sense of belongingness, thereby organisational decision becomes their decisions. It also helps by bringing creativity and innovation in the decision-making process, which leads to their voluntary cooperation in achieving the objectives of the organisation.
- 7.11. **Information and Communication Technologies:** ICTs help in enhancing communication and collaboration between different parts of the organisation and beyond the organisation. It also promotes the sharing of data and scientific analysis of data.
- 7.12. **Informal Methods:** Sometimes, if formal methods are unable to resolve issues, then the management/functionaries can also make use of informal measures to bring coordination in the organisation. Informal measures are dependent on the informal relations amongst the people working in the organisations.

- 7.13. **Capacity Enhancement:** Capacity building programmes conducted by the management for the employees from different departments and levels of an organisation help in enhancing their capabilities and collaborative abilities to bring a cohesive environment within the organisation.
- 7.14. **Grievance Redressal:** An unbiased and timely grievance redressal mechanism for resolving the grievances of the functionaries will help in fostering cooperation and coordination amongst different parts of the organisation.

## **8. Hindrances to Effective Coordination**

Despite efforts by organisations to bring coordination with committees, conferences, hierarchy, policies and procedures, there are various hindrances to effective coordination. Following are some hindrances to effective coordination:

- 8.1. **Lack of Clearly Defined Objectives:** Vague and ambiguous goals of the organisation that are not understood by the functionaries lead to lack of coordination.
- 8.2. **Lack of leadership and administrative skills:** Lack of leadership and administrative skills in the senior functionaries of the organisation is one of the biggest impediments to coordination.
- 8.3. **Lack of Knowledge:** Lack of knowledge of the organisation's institutional aspects, objectives and procedures by either the superiors or the subordinates hinders effective coordination.
- 8.4. **Complex Human Nature:** Complexities of human nature leading to organisational and inter-personal conflict prevent effective coordination between different units/departments and levels of hierarchy. Diverse cultural and behavioural differences amongst the employees can also create complexities.
- 8.5. **Indiscipline:** Indiscipline amongst the employees leads to their being less cooperative and hence hinders coordination.
- 8.6. **Size and Physical Dispersion of the Organisation:** Large size and the location of the organisation at different places hamper proper coordination.
- 8.7. **Uncertain Future:** Uncertainty in the political, administrative and social scenario within which the organisation functions hinders effective coordination.



- 8.8. **Lack of Standardised Techniques:** Lack of standardised techniques of carrying out the work of the organisation, and also bringing coordination, is a big barrier to effective coordination.
- 8.9. **Personal Bias:** Personal bias of the superior leading to a lack of fair dealing with subordinates hampers coordination.
- 8.10. **Lack of Effective Communication:** Ineffective communication of goals, objectives, and important decisions to the concerned people hinders coordination.
- 8.11. **Resistance to Change:** Generally, the functionaries resist adopting new technologies and processes, leading to delays and conflicts within organisations.
- 8.12. **Scarcity of Resources:** Scarcity of human, material and financial resources within the organisation affects its functioning and ability to implement mechanisms/tools and techniques to bring effective coordination.

## **9. Measures to Remove Hindrances**

Effective coordination is essential for the proper functioning of an organisation. Following are some of the measures that can help in removing hindrances to effective coordination in organisations:

- 9.1. Clear and well-defined goals of the organisation and the departments/units will remove barriers to effective coordination;
- 9.2. Unambiguous and well-demarcated lines of authority and responsibility;
- 9.3. Competent, committed and motivating leadership;
- 9.4. Motivating employees to give their best to achieve organisational goals;
- 9.5. Nurturing willing cooperation amongst employees of different units and levels;
- 9.6. Standardisation of systems and procedures;
- 9.7. Good communication system to ensure free flow of information from top to bottom, bottom to top, horizontal and diagonal directions;
- 9.8. Capacity building programmes for employees wherein employees of different levels and departments take part;
- 9.9. Integration of the latest technology in the functioning of the organisation;
- 9.10. Fair dealing by the seniors towards their subordinates; and
- 9.11. Participation of the functionaries in the decision-making process.



## 10. Conclusion

Coordination is the cornerstone of effective organizational functioning. It is not a one-time activity but a continuous and conscious process that ensures harmony among individuals, departments, and levels within an organization. By fostering cooperation, reducing duplication of efforts, and aligning diverse activities towards common goals, coordination enhances efficiency and productivity. In essence, it unifies different parts of the organisation into a cohesive whole, enabling smooth operations and the successful attainment of organisational objectives.

### 11. Important Terms/Terms/Information

1. **Coordination:** According to Charles Worth, Coordination is the integration of several parts into an orderly whole to achieve the purpose of understanding.
2. **Coordination:** It is the process of organising or arranging functionaries or groups to ensure that they perform their work harmoniously.
3. **Cooperation:** It is the functionaries coming together voluntarily and helping each other to achieve a common goal.
4. **Vertical Coordination:** Vertical Coordination is the synchronisation of the efforts of functionaries working at different hierarchical levels, i.e. higher-level, middle-level and lower-level. It is also between the superior and subordinates working in the same department of the organisation, i.e. coordination between the manager and his immediate subordinates.
5. **Horizontal Coordination:** Horizontal Coordination is between functionaries across departments and functionaries working at the same level within the organisation. It is through cooperation and consultation within cross-functional teams, interdepartmental meetings and specific committees formed for coordination.
6. **Diagonal Coordination:** Diagonal Coordination is between functionaries working in different departments and levels to ensure the completion of a task. It helps in aligning strategic, operational and tactical goals.
7. **Internal Coordination:** Internal Coordination is the harmonising the activities and efforts of functionaries working in the same unit/plant/offices of an organisation.
8. **External Coordination:** External Coordination is harmonising the activities and efforts between the organisation and its environment.

## **12.Short and Long Questions**

### **Short Answer Type Questions**

1. Define Coordination.
2. Give three characteristics of Coordination.
3. Distinguish between Cooperation and Coordination.
4. Write a note on the importance of Coordination.
5. Give any two techniques of Coordination.
6. Discuss any three hindrances to effective Coordination.
7. Discuss three measures to improve coordination.
8. Write a note on the types of Coordination.

### **Long Question**

1. Define Coordination. Give its characteristics and techniques. Discuss hindrances to effective Coordination.

## **13. MCQs for Competitive Examinations:**

<https://forms.gle/y4RAve4YXkwQu8rb9>

## **14.Suggested Readings**

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
3. Bhagwan, Vishnoolal and Vidya Bhushan. Public Administration. New Delhi: S. Chand, 2005.
4. Bhattacharya, Mohit. New Horizons of Public Administration. New Delhi: Jawahar Publishers & Distributors, 2016.
5. Fadia, B.L and Kuldeep Fadia. Public Administration - Administrative Theories. Thirteenth Revised Edition. Agra: Sahitya Bhawan, 2017.
6. Sharma, M. P., B. L. Sadana and Harpreet Kaur. Public Administration in Theory and Practice. Allahabad: Kitab Mahal, 2015.
7. Sharma, Vibha. Fundamentals of Public Administration for Semester – I. Jalandhar: New Academic Publishing Co, 2024
8. Relevant reading material from egyptankosh - <http://egyankosh.ac.in/>
9. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- II

### Chapter 6 – Leadership: Concept, Styles and Qualities of a Good Leader

**Objectives:** The Objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [Definitions](#)
3. [Features of Leadership](#)
4. [Functions of a Leader](#)
5. [Leadership Styles](#)
6. [Qualities of a Good Leader](#)
7. [Conclusions](#)
8. [Important Terms/Terms/Information](#)
9. [Short and Long Questions](#)
10. [MCQs for Competitive Examinations:](#)
11. [Suggested Readings](#)

#### 1. Introduction

People at different levels within the organisation require guidance and direction to support their efforts in achieving the organisation's common objectives. Their superiors give them direction and also assume the role of their leaders. Each leader has a distinct style of functioning and leading the teams. Researchers have consistently demonstrated a keen interest in studying leaders and their styles. Leadership is the art of motivating or inspiring a group of people to act towards achieving common goals. Leaders adopt different styles to lead their respective groups of followers.

#### 2. Definitions

Leadership is a process through which a person influences others to accomplish an organisation's objectives and provides direction to make the organisation more cohesive and consistent. Following are some definitions of leadership:

- **Pigors:** “Leadership is a process of control in which, by the assumption of superiority, a person or group regulates the activities of others for purposes of his choosing”.
- **Robbins:** “Leadership is the ability to influence a group towards the achievement of goals”.

- **Harold Koontz and Heinz Weihrich:** “Leadership is the art of or process of influencing people so that they will strive willingly and ardently towards the achievement of group goals”.
- **MacIver and Page:** “Leadership is the capacity to persuade or to direct men that comes from personal qualities apart from office”.
- **John Maxwell:** “Leadership is influence - nothing more, nothing less”.
- **Keith Davis:** “Leadership is the ability to persuade others to seek objectives willingly. It is a human factor that binds a group together and motivates it towards its objectives”.

Leadership is the process of influencing the behaviour, action, approach and purpose of a group of people to achieve common organisational objectives.

### 3. Features of Leadership

Features of leadership are as follows:

- 3.1. Leadership is the ability of a leader to influence the people in an organisation so that they come forward voluntarily to attain the objectives of the organisation.
- 3.2. Leadership is the interpersonal relationship between a leader and his followers. Good relations lead to willing cooperation, and strained relations lead to disruptions in the attainment of goals.
- 3.3. Leadership is a continuous process that is never-ending and never complete.
- 3.4. Leadership endeavours to bring positive behavioural changes in people.
- 3.5. Leadership styles differ from situation to situation. A leader adopts the participatory style at some times and the autocratic style at other times; and
- 3.6. Leadership stimulates employees/followers to strive to achieve excellence in organisational matters.

### 4. Functions of a Leader

Functions of a leader are as follows:

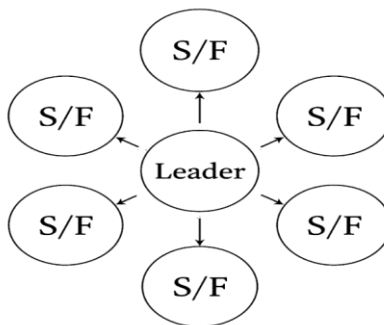
- 4.1. Determining Objectives: The leader determines the objectives and sets the goals of the organisation.
- 4.2. Organising: Leader creates the structure of the organisation and makes it operational.
- 4.3. Planning: Leader makes policies, as well as long and short-term plans, to attain the goals of the organisation.
- 4.4. Staffing: Scouting for the right man and placing him on an appropriate position.

- 4.5. Acts as a Catalyst: Leader acts as a catalyst to fasten the functioning of the people working in the organisation.
- 4.6. Role of an Arbiter: The leader acts as an arbiter in case there is a conflict between two or more members of the organisation.
- 4.7. As a Coordinator: The leader is a coordinator who binds the organisation in a single whole to achieve the organisational goals.
- 4.8. As a Motivator: One of the main roles of the leader is to motivate or inspire the workers/members of the organisation.
- 4.9. As a Trainer: Leader acts as a trainer to the members of the organisation. he not only trains the new employees but also trains the old employees by updating their knowledge.
- 4.10. Friend, Philosopher and Guide: Members of the organisation look towards their leader for assistance and suggestions. He is the workers' friend, philosopher and guide. He helps them in the performance of their work as well as dealing with their issues.
- 4.11. Providing Security: It is the role of a leader to provide security to his followers/members of the organisation.

## 5. Leadership Styles

Leaders/civil servants adopt different leadership styles in diverse situations. A leader/civil servant may combine one or two leadership styles. Choosing the right leadership style is the key to the success of a leader/civil servant. Leadership studies conducted by Kurt Lewin and his associates at Iowa University have identified three leadership styles, namely, Autocratic Style, Democratic Style, and Laissez-faire Style of leadership. Brief details of these leadership styles are as follows:

- 5.1. **Autocratic Style**: This style of leadership is also known as the authoritative style or directive style of leadership, wherein the leader/civil servant retains most of the authority and control over the group.



S/F – Supporter/Follower

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**Features:** The features of this style of leadership include:

- a The entire authority and responsibility lie with the leader. It is a highly centralised system.
- b The leader gives orders and expects the subordinates/followers to follow his orders without question. There is close supervision.
- c The leader takes all the decisions without consulting his subordinates/followers;
- d There is only one-way communication, i.e. top to bottom or downward communication in the organisation.
- e There is strict control over the subordinates. They are not allowed to interact freely with each other.

**Advantages:** Advantages of the Autocratic style of leadership are as follows:

- a It enables fast and uniform decision-making in emergencies.
- b Due to strict control over the subordinates, quality can be maintained.
- c Lesser problems of coordination.

**Disadvantages:** Disadvantages of the Autocratic Style of leadership are as follows:

- a Lack of motivation amongst the employees as they follow the directions of the leader without questions.
- b Alienation of the people towards the organisation.
- c The functioning of the organisation is rigid.
- d It lacks two-way communication in the organisation.

5.2. **Democratic Style:** Democratic style of leadership is also known as the participative style of leadership. In this style of leadership, the leader/civil servants consults with his subordinates/followers while taking decisions.

**Features:** Following are the features of the democratic style of leadership:

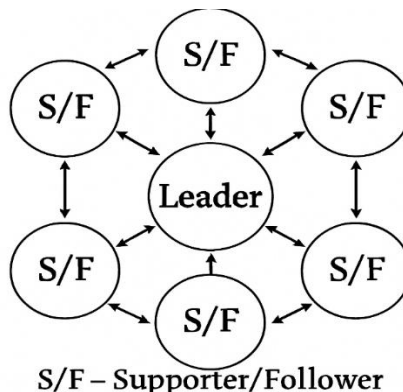
- a The subordinates are involved in the decision-making process;
- b There is vertical as well as horizontal communication; and
- c The subordinates are equal partners in the decision-making process and have a sense of belongingness towards the leader and the organisation.

**Advantages:** Following are the advantages of the democratic style of leadership:

- a Employees/subordinates willingly cooperate with others and their superiors due to the leader's democratic style of functioning;
- b Participative decision-making leads to a sense of belongingness towards the leader and the organisation;
- c Upward, Downward and Diagonal communication flows through the channels of communication; and
- d Subordinates/employees/followers take the initiative to perform work creatively and innovatively.

**Disadvantages:** Following are the disadvantages of the democratic style of leadership:

- a There are delays in decision-making due to participative management;
- b There is no uniformity in the decision-making process;
- c Chances of distortion in communication increase as it travels through several channels; and
- d The quality of decision-making is not very good.



- 5.3. **Laissez-Faire Style:** The Laissez-Faire style of leadership is also called the Free-Rein Style of leadership, wherein subordinates have complete autonomy to make decisions. The interference of the leader/civil servants is minimal, and the subordinates consult the leader/civil servants whenever required.

**Features:** Following are the features of the Laissez-Faire Style of Leadership:

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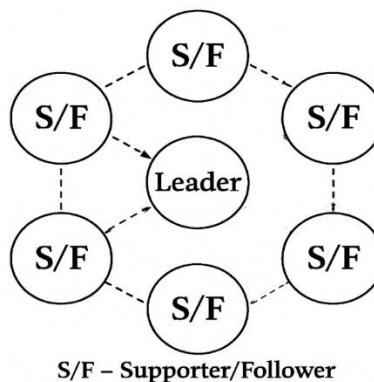
- a It has decentralisation of authority, enabling the subordinates to take decisions in the area of their authority.
- b The leader has full faith in the abilities of the subordinates.
- c Followers/subordinates are self-reliant, and close supervision is not required.
- d Followers/subordinates communicate with the leader as and when required.

**Advantages:** Following are the advantages of the Laissez-Faire Style of Leadership:

- a Subordinates/followers are not dependent on the leader for decision-making.
- b Interpersonal relationship between the followers/subordinates is good.
- c Motivation level in the followers/subordinates is high.
- d Subordinates/followers take initiative and are creative in the performance of their work.

**Disadvantages:** Following are the disadvantages of the Laissez-Faire Style of Leadership:

- a Bringing cooperation and coordination among the followers/subordinates in the organisation is difficult.
- b Every subordinate/follower should be well qualified and trained.
- c The leader becomes inconsequential as his role in the decision-making process reduces.





- 5.4. **Transformational Leadership Style:** Transformational Leadership Style focuses on inspiring and motivating followers/subordinates/civil servants to achieve extraordinary outcomes. The leader's style also transforms and develops his capacity.

**Features:** Following are the features of this style of leadership:

- a. This style of leadership works on the vision of the leader.
- b. This style of leadership works on the vision of the leader.
- c. It inspires the members of the team to be creative and innovative.
- d. Leaders/civil servants/officials encourage their followers to take up challenges and think out of the box.
- e. Followers/subordinates have great respect for the leader.

**Advantages:** Following are the advantages of the Transformational Style of Leadership:

- a. Leaders/civil servants/officials and followers/subordinates/officials are committed to the objectives of the organisation.
- b. Transformational style helps in the personal development of both the leaders and followers.
- c. The leader and the organisation can achieve a higher rate of growth and development.
- d. This style encourages creativity and innovation in problem-solving/decision-making.
- e. There is a higher level of accountability in an organisation headed by a transformational leader.

**Disadvantages:** Following are the disadvantages of the Laissez-Faire Style of Leadership:

- a. The team starts depending on the Leader's/civil servant's vision and charisma and may stop trying to think out of the box.
- b. Not all the followers/subordinates may be receptive to the transformational style, leading to resistance to change and friction within the organisation.
- c. All may not be able to work at the pace of the leader, which may lead to stress and burnout of the individual.
- d. Focus is often on long-term goals, and in the process, the short-term goals are affected.

- e. This style is difficult to adopt in an old-established organisation as it is difficult to take everyone along.

5.5. **Transactional Leadership Style:** Transactional Leadership uses rewards and punishments to motivate team members and focuses on routine and structured tasks. Following are the features of this style:

**Features:** Following are the features of the Transactional Style of Leadership:

- a. This style is considered more of a short-term mechanism.
- b. The leadership delineates the role of different members of the organisation.
- c. Leaders encourage their followers to meet the deadlines as per the given schedule.
- d. The performance of the followers is monitored with a system of giving rewards and punishment.

**Advantages:** Following are the advantages of the Transactional Style of Leadership:

- a. Every employee is clear about their goals and objectives;
- b. There is a provision of incentives under this style.
- c. A system of monitoring the performance of the followers/subordinates is there.

**Disadvantages:** Following are the disadvantages of the Transactional Style of Leadership:

- a. Followers/officials may be punished/penalised if they are unable to achieve their goals and objectives;
- b. The followers/officials may have lower job satisfaction due to curbing their creativity and innovation.

5.6. **Situational Style:** Situational Leadership style developed by Paul Hersey and Ken Blanchard emphasises the need for the leaders to adjust their style as per the situation and/or needs of their teams/team members.

**Features:** The features of the Situational Leadership style are as follows:

- a. This style of leadership is flexible and adaptable.
- b. Decision-making is by the followers.
- c. The leader uses different styles as per the requirement.

- d. Focus in this style is on the development of the followers to a higher level of competence.
- e. The leader provides specific instructions and closely supervises the tasks of the followers.

**Advantages:** Following are the advantages of the Situational Style of Leadership:

- a. Situational leadership supports the endeavours of the members of the team.
- b. It helps in nurturing and developing the skills and confidence of the followers.
- c. It helps in inspiring and motivating the followers.
- d. It provides a flexible approach to leadership that can be applied in diverse contexts.
- e. As the leader adapts to the style of the followers, productivity can increase leading to job satisfaction.

**Disadvantages:** Following are the disadvantages of the Situational Style of Leadership:

- a. Situational style requires a highly skilled leader to understand and respond to the situation;
- b. This style can also lead to confusion among followers.
- c. It is challenging for the leader to accurately assess the competence of the followers; and
- d. It may be based on short-term goals rather than long-term goals.

- 5.7. **Servant Leadership Style:** Robert K Greenleaf stressed the role of a leader as a servant. This style emphasises the well-being and development of team members.

**Features:** The features of the Servant Leadership Style are as follows:

- a. Serves the followers rather than exercising power.
- b. Encourage team members to be enterprising and grow professionally.
- c. Understands and prioritises employees' wants.
- d. Promotes teamwork, collaboration and sense of belongingness.

- e. Focuses on long-term objectives and opts for sustainable progress and employee welfare.
- f. Has integrity and is morally responsible.

**Advantages:** Advantages of the Servant Leadership Style are as follows:

- a. Followers feel valued and satisfied.
- b. Organisation has loyal workers and a positive work culture.
- c. Better teamwork leading to reduced conflicts.
- d. Higher productivity due to loyal workers, fewer conflicts and positive work culture.
- e. Lesser employee turnover due to the leader nurturing and encouraging employees.
- f. Due to the leader's nurturing nature, communication is in all directions, and employees share their ideas freely.
- g. Organisation has an ethical work culture.

**Disadvantages:** Disadvantages of the Servant Leadership Style are as follows:

- a. The leader may be taken for a ride by some unscrupulous employees.
- b. The leader may be confronted with conflicting choices while decision-making, leading to delayed and slow decision-making.
- c. Such a style of leadership is not suitable for dealing with emergencies, wherein early and uniform decision-making is required.
- d. The leader may lose authority over time and seem weak during tough decision-making.
- e. Most of the time, the leader spends on the employees and their concerns, leaving less time to make important decisions.

**Self-Assess your Leadership Style:**

<https://www.verywellmind.com/whats-your-leadership-style-3866929#toc-the-leadership-style-quiz>

## 6. Qualities of a Good Leader

Leaders have some core skills to be successful. Scholars like Millet, Terry, and Chester I Barnard provide a list of specific qualities which a leader must have to be successful. Qualities of a leader suggested by Millet include - Good health,

Intelligence, Integrity, Persuasiveness, loyalty and sense of mission. Terry's list includes - Energy, Emotional Stability, Empathy, Communication Skills, Teaching Ability, Technical Competence and Personal Motivation. Chester I Barnard mentions the qualities of Vitality and Endurance, Decisiveness, Intellectual Ability, Knowledge, Persuasiveness and Stability as qualities of a leader. Following are the qualities of a good leader:

- 6.1. Clear Vision and foresight: A leader should have a clear vision of the goals and objectives of the organisation. He should possess the foresight to visualise the effects of his actions in future;
- 6.2. Intelligence: A leader should possess the requisite intelligence to identify, analyse and resolve the problems faced by the organisation.
- 6.3. Physical and Mental Wellbeing: A leader must be physically and mentally well to bear the physical rigours and mental stress while leading the organisation.
- 6.4. Effective Communication skills: A leader must possess effective communication skills so that he is able to communicate the policies and programmes to the workers and also take them along by persuading them.
- 6.5. Knowledge of work: A leader must have complete knowledge of the work being performed by his unit or organisation so that he can assist and guide the work of his subordinates.
- 6.6. Human Resource Manager: A leader must know about human resource management as he deals with human resources, their aspirations and problems. If he deals with his subordinates in a humanistic manner and takes care of them, they will also be loyal to the organisation and be willing workers.
- 6.7. Ability to take Risks and shoulder Responsibility: A leader needs to have the courage to take risks and shoulder responsibility for the same. His risk-taking capacity as well as shouldering the subsequent responsibility, will motivate and maximise his and other members' potential.
- 6.8. Honesty and Integrity: Honesty and integrity are two qualities of a leader which also motivate other members to follow suit.
- 6.9. Persuasiveness: A leader must be able to persuade a member of the organisation to carry on difficult work in the most consummate manner.
- 6.10. Fairness: A leader must be fair and treat all his subordinates equally. His bias can harm the unity of the organisation.
- 6.11. Maturity: A leader must be able to handle his and his organisation's problems maturely. A confused and immature leader will harm the organisation more than achieve its objective.

## 7. Conclusions

Leadership is the essence of success in an organisation. The leader not only has diverse and distinct styles, but the same leader also has different styles in different situations. The qualities of a leader include clear vision and foresight, intelligence, and the ability to take risks and shoulder responsibility.

### **8. Important Terms/Terms/Information**

1. **Definition:** Harold Koontz and Heinz Weihrich, Leadership is the art of or process of influencing people so that they will strive willingly and ardently towards the achievement of group goals.
2. **Charismatic Leader:** A Charismatic leader has certain qualities like a strong presence, an aura, extraordinary knowledge, self-confidence and a strong ability to charm and persuade people by his thoughts and actions. The followers follow a charismatic leader due to his 'charisma'.
3. **Ideologist:** An ideologist supports a particular ideology. For these leaders, following the ideals/objectives of that ideology is very important.
4. **Symbolic Leader:** Symbolic leaders represent an organisation or a country in other places. An ambassador is the symbolic leader of a country in another country.
5. **Autocratic Style:** This style of leadership is also known as the authoritative style or directive style of leadership, wherein the leader/civil servant retains most of the authority and control over the group.
6. **Democratic Style:** Democratic style of leadership is also called the participative style of leadership. In this style, the leader/civil servants consults with his subordinates/ followers while taking decisions.
7. **Laissez-Faire Style:** The Laissez-Faire style of leadership is also called the Free-Rein Style of leadership, wherein subordinates have complete autonomy to make decisions. The interference of the leader/civil servants is minimal, and the subordinates consult the leader/civil servants whenever required.
8. **Transformational Leadership Style:** Transformational Leadership Style focuses on inspiring and motivating followers/subordinates/civil servants to achieve extraordinary outcomes. The leader's style also transforms and develops his capacity.
9. **Transactional Leadership Style:** Transactional Leadership uses rewards and punishments to motivate team members and focuses on routine and structured tasks.

## **9. Short and Long Questions**

### **Short Answer Type Questions**

1. Define Leadership.
2. Write a note on any one style of Leadership.
3. Give any three qualities of a Leader.
4. Give three types of leaders.
5. Write a note on the features of Leadership.
6. Give three advantages of any one type of leadership style.
7. Give three disadvantages of any one type of leadership style.
8. Give three functions of a Leader.

### **Long Question**

1. Define Leadership. Discuss different Styles of Leadership.
2. Define Leadership. Give its Features and qualities of a Good Leader.

## **10. MCQs for Competitive Examinations:**

<https://forms.gle/eP7nPsDBX2sy5TJJ6>

## **11. Suggested Readings**

1. Avasthi, Amreshwar and Shriram Maheshwari. Public Administration. Agra: Lakshmi Narian Agarwal, 2016-2017.
2. Avasthi, Amreshwar and Anand Prakash Avasthi. Public Administration in India. Agra: Lakshmi Narian Agarwal, 2001.
3. Basu, Rumki. Public Administration Concepts and Theories. New Delhi: Sterling Publishers Private Limited, 1998.
4. Bhagwan, Vishnoolal and Vidya Bhushan. Public Administration. New Delhi: S. Chand, 2005.
5. Bhattacharya, Mohit. New Horizons of Public Administration. New Delhi: Jawahar Publishers & Distributors, 2016.
6. Fadia, B.L and Kuldeep Fadia. Public Administration - Administrative Theories. Thirteenth Revised Edition. Agra: Sahitya Bhawan, 2017.
7. Sharma, M. P., B. L. Sadana and Harpreet Kaur. Public Administration in Theory and Practice. Allahabad: Kitab Mahal, 2015.
8. Sharma, Vibha. Fundamentals of Public Administration for Semester – I, Jalandhar: New Academic Publishing Co, 2024
9. Relevant reading material from egyptankosh - <http://egyankosh.ac.in/>
10. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- III

### Chapter 7 – Good Governance: Concept, Elements, Importance

**Objectives:** The Objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [The concept of Good Governance](#)
3. [Elements/Principles of Good Governance](#)
4. [Importance of Good Governance](#)
5. [Initiatives towards Good Governance in India](#)
6. [Challenges in Achieving Good Governance](#)
7. [Conclusion](#)
8. [Important Terms/Terms/Information](#)
9. [Short and Long Questions](#)
10. [MCQs for Competitive Examinations](#)
11. [Suggested Readings](#)

#### 1. Introduction

Governance refers to the process of decision-making and the mechanisms through which those decisions are implemented and monitored. In a democratic framework, governance is not limited to government institutions alone; it encompasses the dynamic interactions between the state, the private sector, and civil society.

The concept of Good Governance gained prominence in the late 20th century, especially through the initiatives of international organisations such as the United Nations, World Bank, and OECD. These bodies highlighted the strong correlation between the quality of governance and outcomes like sustainable development, poverty alleviation, and effective public service delivery.

Good governance, therefore, goes beyond the idea of efficient administration. It represents the ethical, transparent, accountable, participatory, and equitable exercise of authority, where power is used responsibly to advance the welfare of citizens. It ensures that decision-making is inclusive, rights are respected, resources are managed prudently, and institutions remain responsive to the needs and aspirations of society.





## 2. Concept of Good Governance

Good governance refers to the norms, values, and practices that ensure the state is managed in a way that is just, transparent, participatory, accountable, and responsive to citizens. Unlike mere governance, which can be either efficient or corrupt, good governance emphasises fairness, justice, and inclusivity in the exercise of authority.

- **World Bank (1992):** defined it as the manner in which power is exercised in the management of a country's economic and social resources for development.
- **The United Nations Development Programme (UNDP-1997):** Good governance is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on a broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources.
- **Kofi Annan (Former UN Secretary-General):** Good governance is ensuring respect for human rights and the rule of law; strengthening democracy; promoting transparency and capacity in public administration.

Good governance, thus, refers to the process of exercising authority in a manner that is legitimate, transparent, accountable, participatory, equitable, and effective. It ensures adherence to the rule of law, promotes human rights, empowers citizens—especially the vulnerable—and guarantees that political,

social, and economic resources are managed responsibly to achieve sustainable development and social justice.

### 3. Elements/Principles of Good Governance

Scholars, practitioners, and international organisations, such as the United Nations, World Bank, and OECD, have emphasised that good governance rests on certain fundamental principles. These elements are interdependent and collectively ensure that governance serves the larger goals of justice, equity, development, and sustainability. The following are the key principles of good governance:



#### 3.1. Participation – Ensuring People’s Voice in Governance

Participation ensures that citizens play an active role in decision-making, either directly or through legitimate representatives. It empowers communities, promotes inclusivity, and ensures that governance is consultative rather than top-down. Active civic participation enhances ownership of policies and fosters a democratic culture.

**Examples:** Gram Sabhas in Panchayati Raj institutions, public hearings (Jan Sunwai), citizen charters.

### **3.2. Rule of Law – Upholding Justice and Equality**

The rule of law ensures that governance is guided by a fair and impartial legal framework applied equally to all. It protects citizens' rights, prevents misuse of authority, and strengthens trust in democratic institutions. Independent judiciary and enforcement agencies play a crucial role in maintaining justice.

**Examples:** Fundamental Rights in the Indian Constitution, Article 14 (Right to Equality), and judicial review by the Supreme Court.

### **3.3. Consensus-Oriented – Balancing Diverse Interests**

Societies are diverse, with multiple interests and viewpoints. Consensus-oriented governance promotes dialogue and negotiation to achieve broad agreement on policies. By mediating between conflicting interests, it ensures that the collective will is prioritised over sectional gains, promoting social harmony.

**Examples:** Coalition government decision-making, consultations by NITI Aayog, National Development Council deliberations.

### **3.4. Efficiency and Effectiveness – Delivering Results for Citizens**

Governance must deliver quality outcomes that meet public needs using resources wisely. Efficiency involves minimising waste, while effectiveness ensures that government actions achieve their intended goals. Together, they make administration practical, timely, and sustainable.

**Examples:** Digital India initiative for faster services, Direct Benefit Transfer (DBT) to reduce leakages, e-filing of taxes.

### **3.5. Accountability – Answerable to the People**

Accountability ensures that public officials and institutions are responsible for their actions and decisions. It acts as a safeguard against corruption and promotes ethical conduct. Mechanisms of accountability strengthen trust between government and citizens.

**Examples:** Comptroller and Auditor General (CAG) audits, Right to Information Act (2005), parliamentary oversight of the executive.

### **3.6. Transparency – Building Trust through Openness**

Transparency requires that government processes and decisions are open and accessible to citizens. By providing information freely and in a clear manner, transparency reduces corruption, promotes confidence in leadership, and enables citizens to assess performance.

**Examples:** Right to Information Act (2005), government e-portals, publication of open budget documents.

### **3.7. Responsiveness – Addressing Needs without Delay**

Responsiveness means that institutions and processes must serve all stakeholders promptly and effectively. Citizen-centric governance requires timely service delivery, grievance redressal, and adaptability to changing needs. This prevents alienation and strengthens the relationship between citizens and the state.

**Examples:** Public Grievance Portals, Emergency Helplines (112), service guarantee laws like Madhya Pradesh's Lok Seva Adhiniyam.

### **3.8. Equity and Inclusiveness – Leaving No One Behind**

Equity and inclusiveness ensure that all members of society, especially marginalised groups such as the poor, women, children, the elderly, the differently-abled, Scheduled Castes, Scheduled Tribes, and minorities, have equal access to opportunities. It promotes fairness, justice, and empowerment by addressing systemic disadvantages and encouraging participatory decision-making.

**Examples:** Reservation policies in education and employment, Right to Education Act (2009), MGNREGA for rural employment, Beti Bachao, Beti Padhao, Accessible India Campaign.

## **4. Importance of Good Governance**

Good governance is not only the foundation of efficient administration but also the key to advancing democratic values and sustainable development. Its importance can be outlined as follows:

**4.1. Strengthening Democracy:** Good governance deepens democracy by ensuring citizen participation, respect for the rule of law, and accountability of elected representatives. It transforms governance into a consultative and inclusive process rather than a top-down exercise.  
**Example:** Panchayati Raj Institutions and the RTI Act (2005) enhance democratic participation.

**4.2. Promoting Development:** Transparent and accountable governance attracts investment, encourages innovation, and ensures efficient utilisation of resources, thereby driving economic growth and social welfare.

**Example:** Ease of Doing Business reforms and Digital India initiatives.

**4.3. Reducing Corruption:** By embedding transparency, accountability, and legal safeguards, good governance minimises the misuse of authority and public resources, thereby promoting ethical conduct.  
**Example:** E-procurement systems, CAG audits, and vigilance mechanisms.

- 4.4. **Protecting Rights and Justice:** It safeguards fundamental rights, ensures fairness, and promotes inclusiveness so that marginalised and vulnerable groups are not left behind in development.  
**Example:** Reservation policies, Right to Education Act (2009), and welfare schemes for women and minorities.
- 4.5. **Enhancing Service Delivery:** Efficient and responsive governance ensures timely and quality delivery of services in areas such as health, education, infrastructure, and welfare programs, thereby improving the quality of life.  
**Example:** Ayushman Bharat scheme, online grievance redressal portals.
- 4.6. **Building Public Trust:** When governance is transparent, ethical, and citizen-centric, it strengthens public confidence in democratic institutions and reduces alienation.  
**Example:** Social audits under MGNREGA and citizen feedback platforms.
- 4.7. **Ensuring Sustainable Development:** Good governance promotes balanced growth by integrating economic progress with environmental protection and social justice, ensuring intergenerational equity.  
**Example:** Renewable energy initiatives, Swachh Bharat Mission, and sustainable urban planning.

## 5. Initiatives towards Good Governance in India

India's governance framework has undergone continuous reform since Independence, with various committees, commissions, and policy initiatives contributing to the promotion of accountability, transparency, participation, and efficiency. Some of the important milestones are outlined below:

- 5.1. **1949 – N. Gopalaswami Ayyangar:** Recommended improvements in the functioning of government activities and procedures. Led to the establishment of the Organisation and Methods (O&M) Division in the Union Government.
- 5.2. **1953 & 1956 – Paul H. Appleby Reports:** Emphasised improving administrative processes to enhance citizen satisfaction. On his recommendation, the Indian Institute of Public Administration (IIPA) was established in 1954.
- 5.3. **1957 – Balwant Rai Mehta Committee:** Advocated democratic decentralisation through the establishment of Panchayati Raj Institutions (PRIs) at the grassroots.

- 5.4. **1964 – K. Santhanam Committee:** Suggested measures to curb corruption in public administration. On its recommendation, the Central Vigilance Commission (CVC) was set up in 1964.
- 5.5. **1966 – First Administrative Reforms Commission (ARC I):** Undertook a comprehensive study of Indian administration. Submitted 20 reports covering personnel administration, machinery of government, financial management, and citizen–administration interface.
- 5.6. **1977 – Ashok Mehta Committee:** Suggested reforms to strengthen Panchayati Raj, including a two-tier system and more autonomy to local bodies.
- 5.7. **1983 – Sarkaria Commission:** Examined Centre–State relations and recommended greater cooperative federalism.
- 5.8. **1985 – G.V.K. Rao Committee:** Highlighted excessive bureaucratic control over PRIs. Recommended empowering Panchayati Raj institutions as instruments of development and accountability.
- 5.9. **1990 – New Economic Policy (NEP):** Introduced Liberalisation, Privatisation, and Globalisation (LPG). Triggered wide-ranging economic reforms that necessitated revamping governance structures to meet global standards.
- 5.10. **1992 – 73rd and 74th Constitutional Amendment Acts:** Gave constitutional status to Panchayati Raj Institutions (rural) and Municipalities (urban). Strengthened grassroots democracy and citizen participation.
- 5.11. **2004 – Right to Information Act (RTI, enacted in 2005):** Landmark step for transparency and accountability in governance. Empowered citizens to demand information and hold authorities accountable.
- 5.12. **2005 – Second Administrative Reforms Commission (ARC II):** Submitted 15 reports on ethics, e-governance, financial management, citizen charters, and public order. Defined good governance as citizen-centric, transparent, accountable, and effective administration.
- 5.13. **2005 – National Rural Health Mission (later National Health Mission):** Improved service delivery in the health sector, decentralising planning and enhancing community participation.
- 5.14. **2006 – MGNREGA (Mahatma Gandhi National Rural Employment Guarantee Act):** Strengthened inclusive governance by ensuring the right to work and livelihood security for the rural poor.

- 5.15. **2007–2010 – Punchhi Commission on Centre–State Relations:** Recommended mechanisms for better coordination, cooperative federalism, and balanced governance.
- 5.16. **2014 – Digital India Programme:** Promoted e-governance and ICT-enabled service delivery. Aimed at reducing corruption, improving efficiency, and ensuring accessibility.
- 5.17. **2015 – NITI Aayog established:** Replaced Planning Commission. Promotes cooperative federalism, participatory planning, and performance-based governance.
- 5.18. **2016 – Demonetisation & JAM Trinity (Jan Dhan–Aadhaar–Mobile):** Strengthened financial transparency and direct benefit transfers (DBTs). Reduced leakages in subsidy and welfare delivery.
- 5.19. **2017 & 2025 – GST (Goods and Services Tax):** Simplified taxation, promoted cooperative fiscal federalism, and improved ease of doing business.
- 5.20. **2020 – Digital Governance push during COVID-19:** Use of Aarogya Setu app, CoWIN platform, and digital platforms highlighted the importance of technology in responsive and resilient governance.
- 5.21. **2020 – Mission Karmayogi (National Programme for Civil Services Capacity Building):** Reform initiative to create a future-ready civil service with skills, ethics, and citizen-orientation.
- 5.22. **Recent Initiatives (2021–2023):**
- **Gati Shakti Mission:** Integrated infrastructure planning for efficiency.
  - **PM e-Vidya & DIKSHA platforms:** Digital education access for inclusiveness.
  - **Faceless Tax Assessment:** Promotes transparency and minimises discretion in governance.

From Ayyangar’s reforms in 1949 to Digital India and Mission Karmayogi today, the trajectory of Indian governance highlights a progressive shift from bureaucratic control to citizen-centric, participatory, transparent, and technology-driven administration. This evolution reflects India’s long-standing commitment to realising the ideals of Good Governance in theory and practice.



## 6. Challenges in Achieving Good Governance

Achieving good governance is a multidimensional task that requires transparent institutions, accountable leadership, and active citizen participation. However, several challenges hinder the realisation of these ideals:

**6.1. Corruption and Nepotism:** Corruption undermines trust in public institutions and diverts resources from essential services. Nepotism, where appointments and benefits are given based on personal connections rather than merit, further erodes efficiency.

**Example:** In some local governments, public contracts may be awarded to companies owned by relatives of officials, leading to inflated costs and substandard services.

**6.2. Weak Institutional Capacity:** Poorly functioning institutions cannot implement policies effectively or respond to citizens' needs. This includes inadequate staffing, lack of training, and insufficient resources.

**Example:** Health departments in rural areas may be understaffed, leading to delayed or poor-quality medical services despite government programs.

**6.3. Political Instability and Interference:** Frequent changes in leadership, political conflicts, or undue influence from political actors can disrupt continuity in governance and policy implementation.  
**Example:** Election-related changes in state governments may lead to abrupt shifts in development priorities, leaving long-term infrastructure projects incomplete.

**6.4. Inequitable Development:** Unequal access to resources and opportunities can marginalise certain regions or communities, fostering social unrest and undermining governance.

**Example:** Urban areas often receive better infrastructure and services compared to remote rural regions, causing disparities in education, health, and employment.

**6.5. Low Citizen Awareness and Participation:** Governance cannot succeed without an informed and engaged citizenry. Low levels of awareness about rights, responsibilities, and government programs reduce accountability and limit the impact of policies.

**Example:** In many villages, citizens may be unaware of schemes like subsidised housing or employment programs, preventing them from benefiting fully and holding authorities accountable.

**6.6. Additional Challenge – Bureaucratic Red Tape:** Excessive procedural formalities and delays in administrative processes slow down service



delivery and discourage public engagement.

**Example:** Lengthy approval processes for business licenses can discourage entrepreneurship and economic growth.

**6.7.Additional Challenge – Weak Rule of Law:** When laws are not applied consistently or judicial processes are slow, it undermines governance and public trust.

**Example:** Unresolved land disputes that have been ongoing for years can hinder the progress of development projects, leading to frustration among citizens.

## 7. Conclusion

Good governance is the cornerstone of a democratic and just society. It ensures that public institutions conduct affairs in a manner that is transparent, participatory, accountable, and responsive. In the modern era, governance is not judged solely by the efficiency of administration but by its ability to uphold values of justice, fairness, inclusivity, and sustainability. Therefore, good governance is not a destination but a continuous process of reform, adaptation, and citizen engagement, making it a vital precondition for democracy, development, and social harmony.

## 8. Important Terms/Terms/Information

1. **World Bank (1992):** defined it as the manner in which power is exercised in the management of a country's economic and social resources for development.
2. **1966 – First Administrative Reforms Commission (ARC I):** Undertook a comprehensive study of Indian administration. Submitted 20 reports covering personnel administration, machinery of government, financial management, and citizen-administration interface.
3. **2005 – Second Administrative Reforms Commission (ARC II):** Submitted 15 reports on ethics, e-governance, financial management, citizen charters, and public order. Defined good governance as citizen-centric, transparent, accountable, and effective administration.
4. **2020 – Mission Karmayogi (National Programme for Civil Services Capacity Building):** Reform initiative to create a future-ready civil service with skills, ethics, and citizen-orientation.
5. **2016 – Demonetisation & JAM Trinity (Jan Dhan–Aadhaar–Mobile):** Strengthened financial transparency and direct benefit transfers (DBTs). Reduced leakages in subsidy and welfare delivery.

## 6. Short and Long Questions

### Short Answer Type Questions

1. Write a note on Good Governance.
2. Write two elements of Good Governance.
3. Give any three initiatives of the Government for Good Governance.
4. Give three challenges to achieve Good Governance.

### Long Question

1. Define Good Governance. Give its Elements and Importance. Give GOI initiatives to achieve Good Governance.
2. Define Good Governance. Give its Elements and Importance. Give challenges to achieve the objectives of Good Governance.

## 10. MCQs for Competitive Examinations:

<https://forms.gle/jALCW6HQCCTJrYH96>

### **11. Suggested Readings**

1. World Bank. Governance and Development:  
<https://documents1.worldbank.org/curated/en/604951468739447676/pdf/multi-page.pdf>
2. United Nations Human Rights - <https://www.ohchr.org/en/good-governance/about-good-governance>
3. Good Governance Index: <https://egovernance.vikaspedia.in/viewcontent/e-governance/national-e-governance-plan/good-governance-index?lgn=en>
4. Good Governance Index Assessment of State of Governance GGI 2020-21:  
<https://darpg.gov.in/sites/default/files/GGI%2020-21.pdf>
5. Vibha Sharma & Shaveta Begra. Public Administration (C-7) Jalandhar: New Academic Publishing Company. (2022)
6. Fadia, B.L. and Kuldeep Fadia. Public Administration - Administrative Theories. Thirteenth Revised Edition. Agra: Sahitya Bhawan, 2017.
7. Relevant reading material from egyankosh - <http://egyankosh.ac.in/>
8. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- III

### Chapter 8 – e-Governance: Concept, Benefits of e-Governance for Government and Citizens

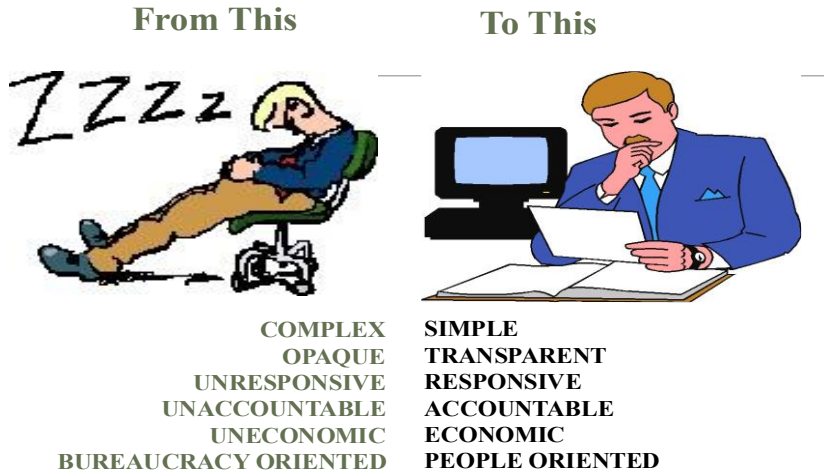
**Objectives:** The Objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [Concept of E-Governance](#)
3. [Objectives of E-Governance](#)
4. [Models of E-Governance](#)
5. [Evolution of E-Governance in India](#)
6. [Benefits of E-Governance](#)
7. [Benefits of E-Governance for Government and Citizens](#)
8. [Challenges in E-Governance](#)
9. [E-Governance and Good Governance](#)
10. [Conclusion](#)
11. [Important Terms/Terms/Information](#)
12. [Short and Long Questions](#)
13. [MCQs for Competitive Examinations](#)
14. [Suggested Readings.](#)

#### 1. Introduction

Governance has traditionally been understood as the process of decision-making and implementation carried out by government institutions. With the rapid spread of information and communication technologies (ICTs) since the late 20th century, governance has undergone a major transformation. The use of ICT to improve the processes of government functioning, enhance service delivery, and increase citizen participation is known as e-Governance. E-governance is not just about the computerisation of records, but about re-engineering government processes to make them more transparent, efficient, and citizen-centric. It forms a core part of the global shift toward Good Governance.

## E-Governance can change the Government



## 2. Concept and Definition of E-Governance

- **World Bank Definition (2001):** “E-Government refers to the use of information technologies (such as Wide Area Networks, the Internet, and mobile computing) by government agencies to transform relations with citizens, businesses, and other arms of government.”
- **UNESCO Definition:** “E-Governance is the public sector’s use of information and communication technologies to improve information and service delivery, encouraging citizen participation in decision-making, and making government more accountable, transparent and effective.”

In short, E-Governance = Governance + ICT. It involves technology-driven interactions between government and stakeholders (citizens, businesses, employees, and other governments).

## 3. Objectives of E-Governance

- 3.1. Provide Convenient and Efficient Services:** One of the key objectives of e-governance is to make public services easily accessible and faster for citizens. By digitising service delivery, people no longer need to stand in long queues or visit multiple offices. Instead, they can complete tasks such as paying bills, applying for certificates, or availing government schemes online. This saves time, effort, and resources for both the government and citizens.

**Examples:** Online railway ticket booking (IRCTC), Passport Seva Kendra, e-District services, Bharat Bill Payment System.



### **FASTER SERVICES**

Quick and convenient  
access to government  
services

**3.2.Enhance Transparency and Accountability:** E-governance ensures that government processes are open and transparent by allowing citizens to track applications and access information online. Digital platforms reduce the scope for manipulation or favouritism by recording every step of a process. As a result, citizens can hold authorities accountable for delays or inefficiencies, which strengthens trust in governance.

**Examples:** RTI Online Portal, e-Procurement systems, Public Financial Management System (PFMS).



### **TRANSPARENCY & ACCOUNTABILITY**

Clear, open, and and  
trackable processes

**3.3.Reduce Corruption and Procedural Delays:** By minimising human interface and shifting to automated systems, e-governance helps reduce opportunities for corruption and unnecessary delays. When services are delivered online, there is little room for middlemen or bribes, and processes become more time-bound and predictable. This makes governance efficient and fair.

**Examples:** Online tax filing (GSTN), Aadhaar-enabled services, Direct Benefit Transfer (DBT).



**REDUCE  
CORRUPTION  
/ DELAYS**

Less human intervention,  
more efficiency

**3.4.Improve Efficiency and Cost-Effectiveness:** E-governance enhances the efficiency of government operations by replacing paper-based systems with digital records. This not only saves money on printing, storage, and manpower but also speeds up internal communication and decision-making. Governments can thus provide better services at lower costs, ensuring optimal use of public funds.

**Examples:** e-Office for paperless administration, UMANG mobile app, digital land record systems (DigiBhoomi).



**EFFICIENCY &  
COST SAVINGS**

Streamlined operations  
at lower costs

**3.5.Promote Inclusive Governance:** A major goal of e-governance is to ensure that digital services reach rural, remote, and marginalised sections of society. By providing services online and through digital kiosks or common service centres, people in underserved areas can access the same benefits as those in urban regions. This reduces inequality and promotes inclusive growth.

**Examples:** Digital India initiatives, rural telemedicine portals.



**INCLUSIVE  
GOVERNANCE**

Services reach rural  
and marginalized  
communities

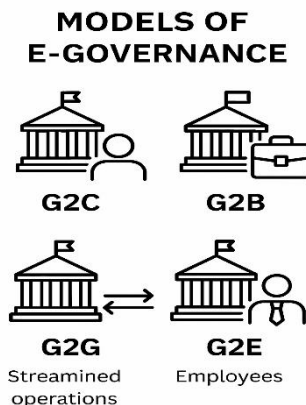
**3.6. Empower Citizens through Information and Participation:** E-governance empowers people by giving them easy access to information about government policies, schemes, and decisions. It also creates platforms for citizens to share feedback, participate in decision-making, and voice their concerns. This encourages active civic engagement and strengthens democracy by making governance more participatory.

**Examples:** MyGov portal, RTI Online, Grievance Redressal portals (CPGRAMS), social media engagement by government departments.



## 4. Models of E-Governance

E-Governance functions through different interaction models, each designed to serve specific stakeholders:



**4.1. Government to Citizen (G2C):** The G2C model focuses on providing services directly to citizens in a convenient, transparent, and efficient manner. It reduces the need for physical visits to government offices, minimises corruption, and saves time by offering services online.

**Examples:** Aadhaar services, DigiLocker, e-District portals, Passport Seva, online utility bill payments.



**4.2. Government to Business (G2B):** The G2B model simplifies the interaction between government and business enterprises by digitising compliance, licensing, taxation, and procurement processes. It ensures transparency, reduces red tape, and fosters a business-friendly environment that supports economic growth.

**Examples:** GST Network (GSTN) for tax filing, MCA21 portal for company registration, e-Tendering and e-Procurement systems, Export-Import licensing portals.

**4.3. Government-to-Government (G2G):** The G2G model enhances coordination, communication, and data sharing between different departments and levels of government. It helps in efficient policy implementation, avoids duplication of work, and improves overall governance.

**Examples:** e-Office, Crime and Criminal Tracking Network & Systems (CCTNS), National Informatics Centre (NIC) services, State Wide Area Networks (SWANs).

**4.4. Government to Employee (G2E):** The G2E model focuses on delivering digital services and administrative support to government employees. It improves efficiency in HR management, payroll processing, pension systems, and grievance handling, making internal administration faster and more transparent.

**Examples:** HRMS portals for salary slips and leave applications, Jeevan Pramaan for digital life certificates, pension management systems, and state employee service portals.

## **5. Evolution of E-Governance in India**

**5.1. 1970s–1980s → Early Computerisation** - The roots of e-governance in India began in the 1970s, when computers were introduced mainly for data processing and internal government tasks such as payroll, census operations, and financial accounting. Key developments include:

- Dept. of Electronics (1970)
- NIC (1976)
- NICNET (1987)
- Computerisation in Railways, Banks, and Defence

**5.2. 1990s → Networking & Pilot Projects** - The 1990s witnessed a gradual shift from back-office computerisation to public service delivery. NIC expanded its network, and state governments began

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experimenting with ICT-based projects for local needs. Key developments include:

- IRCTC ticketing system
- Land Records (Bhoomi, Karnataka)
- e-Seva (Andhra Pradesh)
- Gyandoot (Madhya Pradesh)

**5.3. 2000–2010 → National e-Governance Plan (NeGP)** - The early 2000s saw the formalisation of e-governance through policies and mission-mode projects. In 2006, the National e-Governance Plan (NeGP) was launched with the vision of providing services electronically to citizens. Key developments include:

- Mission Mode Projects (MMPs)
- MCA21 (Company Law services)
- Passport Seva
- Income Tax e-filing, Core Banking

**5.4. 2014–Present → Digital India Era** - The Digital India Programme (2015) transformed the landscape of e-governance with its three pillars. Digital Infrastructure as a Utility to Every Citizen (broadband highways, Aadhaar, digital identity, cloud storage). Governance & Services on Demand (integrated service delivery through apps, portals, and CSCs). Digital Empowerment of Citizens (digital literacy, e-sign, access to digital content). Key developments include:

- Digital India Programme (2015)
- Aadhaar-enabled services
- UMANG App, DigiLocker
- BharatNet broadband to villages
- Direct Benefit Transfer (DBT)
- e-Kranti, MyGov platform

**5.5. 2020s Onwards → Emerging Trends** - focus on advanced technologies for predictive, integrated, and personalised governance. Key developments include:

- Artificial Intelligence (AI)
- Blockchain in land records

- Big Data Analytics
- Cloud Computing (MeghRaj)
- Smart Cities Mission
- CoWIN, Aarogya Setu, Digital Learning
- **Diksha platform** for e-learning.

**5.6. Future Directions** - The next stage of e-governance in India intends to focus on:

- **Seamless integration of services** across departments through a single digital platform.
- **Proactive governance** using AI-driven solutions for real-time decision-making.
- **Strengthening cybersecurity and data privacy** to build citizen trust.
- **Digital inclusion** to ensure rural, remote, and marginalised communities are not left behind.
- **Global leadership in digital public infrastructure (DPI)** with platforms like **UPI, Aadhaar, and CoWIN** being shared with other countries.

## **6. Benefits of E-Governance**

**6.1. For Government:** E-Governance enables governments to function more efficiently by improving coordination and communication across departments. It reduces duplication of work and streamlines administrative processes, making decision-making faster and evidence-based with the help of digital data analytics. Digital platforms lower the cost of service delivery, eliminate paper-based systems, and enhance transparency in governance. They also improve monitoring of developmental schemes, ensuring better outcomes.

**Examples:** e-Office for paperless administration, Public Financial Management System (PFMS), Crime and Criminal Tracking Network & Systems (CCTNS).

**6.2. For Citizens:** Citizens gain the most from e-governance, as it provides convenient access to government services at any time and from anywhere. Online platforms reduce the need to physically visit government offices, saving time and resources. By minimising direct human interface, corruption and delays are reduced, while accountability

increases. Citizens are also empowered with access to government information and data, allowing them to make informed decisions and actively participate in governance. Importantly, digital platforms extend services to rural and marginalised communities, ensuring inclusivity.

**Examples:** Aadhaar-enabled Direct Benefit Transfer (DBT), DigiLocker for documents, Passport Seva Kendra, Common Service Centres (CSCs).

- 6.3. For Businesses:** E-governance simplifies interactions between businesses and the government, reducing red tape and transaction costs. It streamlines processes like tax filing, licensing, and procurement, thereby creating a transparent, fair, and competitive business environment. Digital platforms reduce compliance burdens and encourage entrepreneurship by making procedures faster and more reliable. This enhances the ease of doing business and promotes investment and economic growth.

**Examples:** GST Network (GSTN) for online tax filing, MCA21 portal for company registration, e-Procurement platforms, GeM (Government e-Marketplace).

- 6.4. For Employees:** Government employees benefit significantly from e-governance initiatives, as digital tools modernise internal administration. E-governance reduces routine paperwork, enabling staff to focus on higher-value tasks. Human Resource Management Systems (HRMS) simplify payroll, leave, and service records, while pensioners gain from digital verification systems. Training and e-learning platforms enhance employee skills, ensuring adaptability in a changing governance landscape. Overall, it fosters transparency, accountability, and better job satisfaction by reducing bureaucratic delays.

**Examples:** HRMS portals for service management, Jeevan Pramaan for digital life certificates of pensioners, e-HRMS for online employee records.

## 7. Benefits of e-Governance for Government and Citizens

(in details as per the syllabus)

### 7.1. Benefits of e-Governance for Government

E-Governance helps governments improve efficiency, accountability, and transparency in their functioning. By integrating ICT into administrative processes, governments can move away from slow, paper-based systems and provide real-time, citizen-centric services.

- 7.1.1. Improved Efficiency and Coordination:** E-Governance streamlines administrative processes by reducing paperwork,

duplication of work, and delays in communication. Through digital platforms, information can be exchanged quickly and seamlessly between departments, enabling better coordination and smoother functioning of government machinery. This results in faster decision-making and more responsive governance.

**Example:** the e-Office initiative has transformed traditional file movement into a paperless and faster system, ensuring smoother government functioning. <https://services.eoffice.gov.in/>

- 7.1.2. Evidence-Based and Faster Decision-Making:** Digital databases and real-time analytics empower governments to make policies that are based on facts and accurate information. Tools like the Public Financial Management System (PFMS) allow authorities to track financial flows effectively, thereby ensuring better planning, allocation, and utilisation of resources.

**Example:** the Public Financial Management System (PFMS) provides live tracking of fund disbursement, enabling quick and informed decisions about allocation and expenditure. <https://pfms.nic.in/SitePages/aboutus.aspx>

- 7.1.3. Cost Reduction and Paperless Governance:** By digitising services, governments reduce expenditure on physical records, printing, and storage. E-governance not only reduces administrative costs but also promotes eco-friendly practices. Initiatives like e-Office have significantly reduced dependency on paper files, making administration more economical and sustainable.

**Example:** The Goods and Services Tax Network (GSTN) is a prime example, as it has replaced paper-based tax filing with an online system that reduces costs and errors. <https://www.gst.gov.in/>

- 7.1.4. Transparency and Accountability:** Since digital systems minimise human discretion, they reduce opportunities for corruption and enhance accountability. Platforms such as the Crime and Criminal Tracking Network & Systems (CCTNS) improve transparency in law enforcement and strengthen public trust in government institutions.

**Example:** The Crime and Criminal Tracking Network & Systems (CCTNS) is an example where police records are digitised, improving transparency in law enforcement. <https://www.digitalpolicecitizenservices.gov.in/centercitizen/login.htm>

- 7.1.5. Effective Monitoring of Schemes:** Digital platforms make it easier to monitor developmental projects and welfare programmes in real time. Aadhaar-enabled Direct Benefit Transfer (DBT), for instance, ensures that subsidies and welfare payments reach the rightful beneficiaries directly, eliminating middlemen and leakages.

**Example:** Aadhaar-enabled Direct Benefit Transfer (DBT) has eliminated middlemen by transferring subsidies and welfare benefits directly into beneficiaries' bank accounts, ensuring transparency and reducing leakages. <https://dbtbharat.gov.in/>

## **7.2. Benefits of e-Governance for Citizens**

E-governance gives citizens easy, anytime access to public services, reducing the need to visit government offices. It saves time, lowers costs, and limits corruption by minimising human interaction. Citizens can track applications, access government data, and make informed decisions. Digital platforms also extend services to rural and marginalised communities, promoting inclusivity and participation.

- 7.2.1. Convenient and Faster Access to Services:** E-Governance allows citizens to access services anytime and anywhere, reducing the need to visit government offices. Platforms like Passport Seva Kendra and DigiLocker provide hassle-free service delivery, saving both time and effort.

**Example:** <https://portal2.passportindia.gov.in/AppOnlineProject/welcomeLink>

- 7.2.2. Reduction in Corruption and Middlemen:** Since most services are now delivered digitally, there is minimal direct interaction between citizens and officials. This reduces the scope for bribery and exploitation by intermediaries, ensuring fair and transparent access to government facilities.

**Example:** Online systems like online property registration portals or income tax e-filing ensure that transactions are transparent and tamper-proof. <https://www.incometax.gov.in/iec/foportal/>

- 7.2.3. Empowerment through Information:** E-Governance provides citizens with access to vital government information, schemes, and services. By increasing transparency, it empowers people to make informed decisions and hold the government accountable.

**Example:** The RTI Online portal is a strong example of how citizens can directly seek information from authorities.  
<https://rtionline.gov.in/>

**7.2.4. Inclusion of Rural and Marginalised Groups:** Digital platforms extend governance to previously underserved communities. Common Service Centres (CSCs) bring online services to rural areas, while Aadhaar-linked DBT ensures that welfare benefits are delivered directly to the poor and marginalised.

**Example:** Through Common Service Centres (CSCs), government services are delivered in remote villages. These centres act as digital kiosks, ensuring that rural citizens also benefit from government programs without digital exclusion. <https://www.csc.gov.in/>

**7.2.5. Improved Grievance Redressal:** Citizens now have dedicated digital platforms to raise complaints and track their resolution. Systems like the Centralised Public Grievance Redress and Monitoring System (CPGRAMS) ensure that grievances are addressed promptly, strengthening public confidence in governance.

**Example:** Centralised Public Grievance Redress and Monitoring System (CPGRAMS) <https://pgportal.gov.in/>

<b>Comparison: Benefits of E-Governance</b>		
<b>Aspect</b>	<b>For Government</b>	<b>For Citizens</b>
<b>Efficiency</b>	Faster file movement, quicker approvals (e.g., e-Office).	Quick access to services anytime/anywhere (e.g., UMANG app).
<b>Cost Reduction</b>	Saves money by reducing paperwork, postage, and leakage (e.g., DBT system).	Saves travel cost and time by avoiding multiple office visits.
<b>Coordination</b>	Better integration across ministries and departments (e.g., Digital India portals).	Single-window access to multiple services (e.g., DigiLocker).

<b>Comparison: Benefits of E-Governance</b>		
<b>Aspect</b>	<b>For Government</b>	<b>For Citizens</b>
<b>Transparency &amp; Accountability</b>	Online transactions leave audit trails (e.g., PFMS fund tracking).	Reduced corruption by eliminating middlemen (e.g., online property registration).
<b>Data-Driven Decisions</b>	Reliable digital databases for policy planning (e.g., Aadhaar-linked services).	Access to government data and schemes (e.g., RTI Online).
<b>Inclusiveness</b>	Ensures last-mile service delivery through ICT platforms.	Rural access via Common Service Centres (CSCs).
<b>Service Delivery</b>	Monitors schemes and ensures efficiency in implementation.	Direct benefits through JAM Trinity (Jan Dhan–Aadhaar–Mobile).
<b>Grievance Redressal</b>	Easier monitoring of departmental accountability.	Lodge complaints online (e.g., CPGRAMS) and track resolution.

## 8. Challenges in E-Governance

**8.1. Digital Divide:** One of the foremost challenges of e-governance in India is the digital divide between urban and rural areas. A significant section of the population still lacks reliable internet access, smartphones, and the digital literacy needed to use online platforms. This gap risks excluding vulnerable sections, especially in rural and tribal regions.  
**Example:** The Internet and Mobile Association of India (IAMAI) reports that rural internet penetration is much lower than urban areas, limiting the reach of platforms like UMANG and DigiLocker.

**8.2. Infrastructure Gaps:** Effective e-governance depends on robust ICT infrastructure, but many remote areas still face frequent power cuts, poor connectivity, and low broadband penetration. Without basic infrastructure, digital services cannot be delivered efficiently.



**Example:** In parts of the Northeast and central tribal belts, unreliable electricity and weak mobile networks make it difficult to access online portals, despite the rollout of projects like BharatNet.

**8.3.Cybersecurity and Privacy Issues:** The reliance on digital platforms exposes citizens to risks such as hacking, phishing, and misuse of personal data. Sensitive information, including Aadhaar details, banking records, and health data, can be exploited if not protected properly. Weak cybersecurity undermines trust in digital governance.

**Example:** Concerns were raised after reports of Aadhaar data leaks in 2018, highlighting the urgent need for strong cybersecurity and privacy safeguards.

**8.4.Resistance to Change:** E-governance reforms often face resistance from bureaucrats and employees accustomed to traditional paper-based systems. Some fear loss of authority, while others lack the necessary ICT training. This cultural resistance slows down implementation.

**Example:** The rollout of e-Office in several ministries initially faced delays because many employees were hesitant to shift from physical files to digital file management.

**8.5.High Costs:** Setting up e-governance infrastructure requires heavy investment in hardware, software, connectivity, training, and maintenance. For a developing nation, these high upfront costs compete with other developmental priorities. Although long-term savings are significant, the short-term financial burden remains a challenge.

**Example:** Projects like State Wide Area Networks (SWANs) and State Data Centres (SDCs) under NeGP required large initial investments, which some smaller states struggled to maintain.

**8.6.Legal and Policy Gaps:** India's legal framework for digital governance is still evolving. Weak enforcement of cyber laws, gaps in data protection, and limited awareness about rights hinder safe e-transactions. Comprehensive data privacy laws are essential for building public trust.

**Example:** While the Information Technology Act, 2000, provides a framework for electronic governance, experts have highlighted that it is insufficient to deal with modern challenges like cross-border data flows and advanced cybercrimes.

**8.7.Language Barriers:** India's linguistic diversity poses another hurdle. Many e-governance platforms are designed primarily in English or Hindi, leaving out citizens who are more comfortable with regional languages. Multilingual digital platforms are crucial for inclusivity.

**Example:** While initiatives like BhuNaksha (land records digitisation) have

been localised in some states, many national portals, such as Income Tax e-filing, were initially only available in English, limiting accessibility.

## 9. E-Governance and Good Governance

Aspect	Good Governance (Goal)	E-Governance (Means/Tool)
<b>Nature</b>	A normative ideal – defines how governance should function (values, principles).	A practical application of ICT to improve governance processes.
<b>Focus</b>	Transparency, accountability, efficiency, participation, and inclusiveness.	Digitisation of government services, platforms, and processes to achieve those principles.
<b>Transparency</b>	Citizens have open access to government decisions and actions.	RTI Online, e-procurement portals, online disclosure of tenders and policies.
<b>Accountability</b>	Officials are answerable for actions, and citizens can seek redress.	Online grievance redressal, service tracking in Passport Seva, and application status updates.
<b>Efficiency</b>	Timely, cost-effective, and productive service delivery.	DigiLocker, GSTN, and online bill payments reduce delays, paperwork, and costs.
<b>Participation</b>	Involving citizens in policymaking and governance.	MyGov portal, online consultations, digital surveys, e-voting initiatives.
<b>Inclusiveness</b>	Equal access to services for marginalised and disadvantaged groups.	Common Service Centres (CSCs), BharatNet, and multilingual apps provide access in rural areas.

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Aspect	Good Governance (Goal)	E-Governance (Means/Tool)
Relationship	Represents the destination – the desired quality of governance.	Represents the path/means – technology-driven tools to reach good governance goals.

## 10. Conclusion

E-Governance is not merely a technological innovation but a fundamental paradigm shift in the way governance is conceived and practised. By harnessing the power of Information and Communication Technology (ICT), it enhances efficiency, ensures greater transparency, strengthens inclusiveness, and empowers citizens through easy access to information and services. It transforms government processes from being rigid and paper-based to being seamless, integrated, and citizen-centric. At the same time, the journey of e-governance is not without challenges. Issues such as the digital divide, inadequate digital infrastructure in rural and remote areas, limited digital literacy, and concerns about data privacy and cybersecurity need continuous attention. Overcoming these barriers is essential to unlock the full potential of digital governance.

## **11.Important Terms/Terms/Information**

- 1. World Bank Definition (2001):** “E-Government refers to the use of information technologies (such as Wide Area Networks, the Internet, and mobile computing) by government agencies to transform relations with citizens, businesses, and other arms of government.”
- 2. Government to Citizen (G2C):** This model focuses on providing services directly to citizens in a convenient, transparent, and efficient manner. It reduces the need for physical visits to government offices, minimises corruption, and saves time by offering services online.
- 3. Government to Business (G2B):** This model simplifies the interaction between government and business enterprises by digitising compliance, licensing, taxation, and procurement processes. It ensures transparency, reduces red tape, and fosters a business-friendly environment that supports economic growth.
- 4. Government to Employee (G2E):** This model focuses on delivering digital services and administrative support to government employees. It improves efficiency in HR management, payroll processing, pension systems, and grievance handling, making internal administration faster and more transparent.
- 5. Government-to-Government (G2G):** This model enhances coordination, communication, and data sharing between different departments and levels of government. It helps in efficient policy implementation, avoids duplication of work, and improves overall governance.
- 6. Digital Divide:** One of the foremost challenges of e-governance in India is the digital divide between urban and rural areas. A significant section of the population still lacks reliable internet access, smartphones, and the digital literacy needed to use online platforms. This gap risks excluding vulnerable sections, especially in rural and tribal regions.
- 7. Cybersecurity and Privacy Issues:** The reliance on digital platforms exposes citizens to risks such as hacking, phishing, and misuse of personal data. Sensitive information, including Aadhaar details, banking records, and health data, can be exploited if not protected properly. Weak cybersecurity undermines trust in digital governance.

## **12.Short and Long Questions**

### **Short Answer Type Questions**

1. Write a note on E-Governance.
2. Write two objectives of E-Governance.
3. Give three benefits of E-Governance.
4. Give any three initiatives of the Government for E-Governance.
5. Give three challenges to achieve E-Governance.
6. Give any two models of E-Governance.

### **Long Question**

1. Define E-Governance. Give the Objectives and Benefits for the Government and citizens. Give GOI initiatives to achieve E-Governance.
2. Define E-Governance. Give its Objectives and Models. Give challenges to achieve the objectives of E-Governance.

### **13. MCQs for Competitive Examinations:**

<https://forms.gle/ddrK43Mpvg1TNFuQ6>

## **14. Suggested Readings/Additional Resources**

1. India Report Digital Education. Remote Learning Initiatives Across India (2020).  
[https://www.education.gov.in/sites/upload\\_files/mhrd/files/India\\_Report\\_Digital\\_Education\\_2.pdf](https://www.education.gov.in/sites/upload_files/mhrd/files/India_Report_Digital_Education_2.pdf)
2. 2<sup>nd</sup> Administrative Reforms Commission. 11<sup>th</sup> Report on Promoting E-Governance. [https://darpg.gov.in/sites/default/files/promoting\\_egov11.pdf](https://darpg.gov.in/sites/default/files/promoting_egov11.pdf)
3. Public Financial Management System (PFMS):  
<https://pfms.nic.in/SitePages/aboutus.aspx>
4. DigiLocker: <https://www.digilocker.gov.in/>
5. National e-Governance Division: <https://negd.gov.in/>
6. UMANG: <https://web.umang.gov.in/landing/aboutus>
7. e-Governance Initiatives in States:  
<https://egovernance.vikaspedia.in/viewcontent/e-governance/national-e-governance-plan/egovernance-initiatives-in-states?lgn=en>
8. Relevant reading material from egyankosh - <http://egyankosh.ac.in/>
9. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

## Unit- III

### Chapter 9 – Right to Information: Salient Features of RTI Act and Benefits

**Objectives:** The Objectives of this chapter are to make the students aware of:

1. [Introduction](#)
2. [Historical Background](#)
3. [Salient Features of the RTI Act, 2005](#)
4. [Procedure to File RTI Application](#)
5. [Benefits of the RTI Act](#)
6. [Major Challenges in Implementing the Right to Information Act \(RTI\), 2005](#)
7. [Strengthening RTI Implementation](#)
8. [Conclusion](#)
9. [Important Terms/Terms/Information](#)
10. [Short and Long Questions](#)
11. [MCQs for Competitive Examinations](#)
12. [Suggested Readings](#)

#### 1 Introduction

The Right to Information (RTI) Act, 2005, is a landmark legislation in India that primarily transformed the relationship between citizens and the government. It was enacted to promote transparency, accountability, and participatory governance. It empowers citizens to seek information from public authorities, thereby bringing transparency to the functioning of government institutions.

Before the RTI Act 2005 came into effect, citizens often encountered opaque bureaucratic procedures, corruption, and delays in accessing even basic public services. Information was treated as the exclusive sphere of government officials, leading to secrecy and misuse of authority. The RTI Act marked a paradigm shift in Indian democracy by recognising that information held by public bodies is not the property of the state, but a right of the people.

#### 2 Historical Background

The demand for the Right to Information (RTI) in India emerged as a response to persistent challenges like widespread corruption, bureaucratic red tape, lack of transparency, and limited public accountability in governance. Citizens,

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activists, and civil society organisations have consistently highlighted the need for a legal framework that empowers people to access government-held information and hold authorities accountable. Some significant milestones in the evolution of RTI in India include:

Year	Development
1990s	Growing public demand for transparency due to corruption, inefficiency, and secrecy in governance.
1997	The Government of India constituted a committee under the Administrative Reforms Commission (ARC) to recommend measures for citizen access to information.  The Committee strongly recommended the enactment of a law enabling citizens to access information held by public authorities.
1997–2002	States like Tamil Nadu (1997), Goa (1997), Rajasthan (2000), Karnataka (2000), and Maharashtra (2002) enacted their own RTI laws. These pioneering efforts served as important models and testing grounds for the eventual central law.
2002	Enactment of the Freedom of Information Act, 2002, by the Government of India. The Act was repealed due to weak provisions and a lack of enforceability. It remained largely ineffective.
2004	The UPA Government committed to enacting a stronger RTI law as part of its Common Minimum Programme (CMP).
2005	Parliament passed the Right to Information Act, 2005, which came into effect on October 12, 2005. This comprehensive law provided citizens with a legally enforceable right to seek information and mandated time-bound responses from public authorities.

### 3 Salient Features of the RTI Act, 2005

#### 3.1. Title of the Act (Section 1): Right to Information Act, 2005

#### 3.2. Important Definitions (Section 2):

- a. Appropriate Government means, in relation to a public authority which is established, constituted, owned, controlled and substantially financed by the Union or State Governments.

- b. Information means any material in any form, including records, documents, memos, e-mails, opinions, advice, press releases, circulars, orders, logbooks, contracts, reports, papers, amples, models, data material held in any electronic form and information relating to any private body which can be assessed by a public authority under any other law for the time being in force.
  - h. Public Authority means any authority or body or institution of self-government established or constituted by/under the Constitution, Law made by the Parliament, State Legislature or any other body owned or controlled or substantially financed by the government.
7. Third Party means a person who the citizen requesting information, including a public authority.

**3.3. Right to Information (Section 3):** Subject to the provisions of this Act, all citizens have a right to information.

**3.4. Obligations of Public Authorities (Section 4):** The public authorities are to:

Maintain all records duly catalogued and indexed in a manner and form required under the Right to Information Act.

Publish the following (for full list, refer to Right to Information Act – 2005 - [https://cic.gov.in/sites/default/files/RTI\\_English.pdf](https://cic.gov.in/sites/default/files/RTI_English.pdf)):

- a. The particulars of its organisation, functions and duties.
  - b. The powers and duties of its officers and employees.
  - c. The procedure followed in the decision-making process, including channels of supervision and accountability.
  - d. The norms set by it for the discharge of its functions.
  - e. The rules, regulations, instructions, manuals and records held by it or under its control or used by its employees for discharging functions.
  - f. A statement of the categories of documents held by the organisations
- 3.5. Delegation of Public Information Officers (Section 5):** Every public authority is to designate Central Public Information Officers or State Public Information Officers to all administrative units or offices as required.
- 3.6. Public Information Officers (PIOs) & Assistant PIOs (Section 5):** Each public authority must designate PIOs and Assistant PIOs to:

- a. Receive and process RTI applications



- b. Assist in writing the application
- c. Respond within the stipulated timeframe
- d. Maintain records of all requests and responses

If a PIO fails to comply, penalties may be imposed (Section 20).

### **3.7. Time Frame for Providing Information (Section 7)**

- a. For most requests: 30 days from the application date
- b. If the information concerns the life or liberty of a person: 48 hours
- c. If the request pertains to a third party, the time may be extended (with notice) to allow for their objections.
- d. Failure to respond in time results in the request being deemed refused.

### **3.8. Exemptions (Section 8 & Section 9):** The Act excludes disclosure of certain kinds of information, subject to conditions. Some of these exemptions include:

- a. Sovereignty, integrity, security, strategic, scientific, or economic interests of the State
- b. Relations with foreign States
- c. Information expressly forbidden by any court (contempt)
- d. Trade secrets or intellectual property
- e. Personal data (if disclosure causes unwarranted invasion of privacy)
- f. Cabinet papers, including deliberations, unless decisions have already been made public
- g. Information whose disclosure would impede investigation
- h. The 2019 Amendment introduced changes in the language around personal information under Section 8(1)(j), which has raised concerns about increased scope for withholding information.

### **3.9. Third-Party Disclosure (Section 11):** When information pertains to a third party, the public authority must:

- a. Serve a notice to that party allowing them to object
- b. Weigh public interest in disclosure against privacy or commercial confidentiality before deciding.

### **3.10. Central Information Commission (Section 12):** The Central Government is to constitute the Central Information Commission, which consists of the Chief Information Commissioner and other members.

### **3.11. State Information Commission (Section 15):** Every State Government is to constitute the State Information Commission, which consists of the State Chief Information Commissioner and other members.

### **3.12. Appeal Mechanism (Section 19)**

- a. First Appeal: To a designated officer senior to the PIO, if information is denied or delayed
- b. Second Appeal: To the Central Information Commission (CIC) / State Information Commission (SIC)  
This two-tier appeal system ensures grievances are addressed.

### **3.13. Penalties & Sanctions (Section 20):** If a PIO:

- a. Wrongfully refuses information
- b. Delays without reasonable cause
- c. Provides incorrect, incomplete or misleading information
- d. Alters, destroys or conceals requested information

The Information Commission may levy a penalty of ₹250 per day (capped to ₹25,000 total) and recommend disciplinary action.

### **3.14. Bar on Judicial Interference (Section 23):** Civil courts are barred from entertaining suits in matters where information is sought, though the High Courts and Supreme Court retain their powers under constitutional writ jurisdictions.

### **3.15. Rule-Making and Addressing Difficulties (Sections 27 & 28 & 30)**

- a. The Centre and States are empowered to frame rules to implement the Act (Sec 27 & 28)
- b. If difficulties in implementation arise, the central government may issue orders (Sec 30) to remove them.

### **3.16. Limited Exemption for Intelligence and Security Agencies (Section 24 & Schedule II):** Certain intelligence and security bodies listed in Schedule II are exempt from the RTI Act, except when the information sought concerns allegations of corruption or human rights violations.

## **4. Procedure to File RTI Application:**

<https://rtionline.gov.in/>

<https://chandigarh.gov.in/submit-rti-application>

### **Steps in Filing an RTI Application**

- 4.1. **Identify the Public Authority:** As per your requirement, identify from where you require information.

**Example:**

- If you want your evaluated answer sheet for the B.A. final exam from a university ex. Panjab University. Then go to <https://forms.puchd.ac.in/forms.php?id=9>
- If you want details of funds sanctioned and spent for repairing the road in your locality in Chandigarh during 2024–25. So can go to <https://chandigarh.gov.in/municipal-corporation>

#### **4.2. Draft RTI Application**

- Include your name, contact details, and specific information sought as per the given form or on a plain sheet of paper. Example – see form [https://forms.puchd.ac.in/forms/20100925180814-rti\\_form.pdf?233310370125](https://forms.puchd.ac.in/forms/20100925180814-rti_form.pdf?233310370125)
- See instructions given with the RTI Application form - <https://forms.puchd.ac.in/forms/20100925181443-instructionrti.pdf?233910220125>
- Mention the relevant period or documents as in the form.

#### **4.3. Pay Application Fee**

- Usually ₹10 for the Central Government. Fees at the State level may vary. <https://forms.puchd.ac.in/forms/20100925181443-instructionrti.pdf?233910220125>
- Payment via Demand Draft, Indian Postal Order, online, or cash. (As written in the form)

#### **4.4. Submit RTI Application**

- Submit to the Public Information Officer (PIO) of the concerned department. List of PIOs is given on the website of the concerned organisation or department. Example: List of PIOs of Panjab University - <https://rti.puchd.ac.in/rti-pu-pio-list.pdf>
- Can be submitted by post, in person, or online (if the department provides an online facility).

#### **4.5. Acknowledgement of Receipt**

- PIO issues an acknowledgement with the application number. Keep the acknowledgement safe.

#### **4.6. PIO Processes the Request**

- Searches for requested information.

- Prepares documents or replies.

#### **4.7. Receive Information**

- Normally, within 30 days of receipt of the application.
- For matters concerning life or liberty, within 48 hours.

#### **4.8. If Information Not Provided / Denied**

- File First Appeal to the Appellate Authority within the department.  
Example: The list of PIOs also includes the name of First Appellate Authority - <https://rti.puchd.ac.in/rti-pu-pio-list.pdf>. Proforma for filing the First Appeal in case of Panjab University - <https://forms.puchd.ac.in/forms/20210216112241-proformaoffirstappeal.pdf>
- If unsatisfied, file a Second Appeal to the Central/State Information Commission.

Example: Punjab State Information Commission - <https://infocommpunjab.com/>

Central Information Commission - <https://cic.gov.in/>

**Teachers can ask the students to draft RTI Applications and/or fill out an available application form to understand the process.**

## **5. Benefits of the RTI Act**

The Right to Information Act, 2005, is a landmark in India's democracy. It empowers citizens to seek information from public authorities, ensuring transparency, accountability, and participatory governance. By reducing bureaucratic secrecy and promoting ethical administration, the Act builds public trust and strengthens democratic institutions. Key benefits of the RTI Act and its role in transforming governance are as follows:

**5.1. Transparency in Governance:** The RTI Act ensures that government functioning is transparent by allowing citizens to access details about policies, decisions, and public expenditure. Transparency helps in reducing confidentiality and arbitrary decision-making, and instils greater trust between the government and the people.

#### **Examples:**

- **Commonwealth Games Scam (2010):** RTI applications revealed irregularities and inflated expenses in contracts related to the Commonwealth Games. This exposure led to investigations and accountability of officials.

- RTI applications have brought to light misallocation of funds in rural development schemes, ensuring that public resources are used for their intended purpose.
- <https://www.taxmann.com/post/blog/some-interesting-cases-resolved-through-rti>
- Trust Through Transparency:  
[https://cic.gov.in/sites/default/files/rti\\_study\\_reports/Trust\\_Through\\_Transparency.pdf](https://cic.gov.in/sites/default/files/rti_study_reports/Trust_Through_Transparency.pdf)

**5.2. Accountability of Public Officials:** Public officials are compelled to justify their actions and decisions under the RTI framework. Delays, inefficiency, or corrupt practices can be questioned by ordinary citizens, creating a culture of accountability. This increased scrutiny forces officials to perform their duties more ethically and in line with established rules and procedures, thereby strengthening governance.

**Examples:**

- <https://www.journalofpoliticalscience.com/uploads/archives/5-2-49-647.pdf>
- [https://cag.gov.in/uploads/rti\\_disclosure/RTI\\_Circular\\_681.pdf](https://cag.gov.in/uploads/rti_disclosure/RTI_Circular_681.pdf)

**5.3. Empowerment of Citizens:** The RTI Act empowers individuals by equipping them with the information necessary to participate in decision-making and governance. Citizens can monitor government programs, demand effective implementation, and ensure that benefits reach the intended groups. For instance, farmers have successfully used RTI applications to verify the allocation and distribution of agricultural subsidies, preventing misuse and ensuring fair access.

**Examples:** <https://egovernance.vikaspedia.in/viewcontent/egovernance/about-rti-act-2005/rti-success-stories?lgn=en>

**5.4. Combating Corruption:** By exposing scams, irregularities, and nepotism, the RTI Act serves as a powerful weapon against corruption. It provides ordinary citizens with a platform to challenge corrupt practices that were previously hidden behind bureaucratic secrecy.

**Example:** Financial irregularities in the 2010 Commonwealth Games and several procurement processes were brought out due to RTI.

**5.5. Efficient Governance:** The requirement of disclosing information encourages government departments to maintain records properly and update them regularly. This results in streamlined processes, improved documentation, and reduced administrative bottlenecks. In the long run,

such practices not only enhance efficiency but also promote professionalism in government functioning.

**Example:** Right to information and its role in promoting good governance - <https://www.lawjournal.info/article/200/5-1-67-139.pdf>

- 5.6. Inclusion of Marginalised Communities:** RTI has proven to be a tool of social justice by empowering rural populations, women, and marginalised groups. By seeking information, they can access public services and claim entitlements that are often denied due to ignorance or exploitation. This democratisation of information reduces inequalities and gives disadvantaged groups a voice in governance.

**Example:** [https://mkssindia.org/pages/RTI\\_page.html](https://mkssindia.org/pages/RTI_page.html)

- 5.7. Legal and Civic Awareness:** The Act contributes to the spread of civic and legal awareness among the population. Citizens become more conscious of their rights, entitlements, and available remedies under the law. This informed citizenry is better equipped to engage with democratic processes and hold institutions accountable, thereby strengthening the fabric of participatory governance.

**Example:** <https://www.cgg.gov.in/wp-content/uploads/2017/07/18.Report-on-Mass-Awareness.pdf>

- 5.8. Facilitates Policy Improvement:** Citizen feedback obtained through RTI often highlights gaps, inefficiencies, or unintended consequences in government programs. Such insights enable policymakers to revise and redesign policies more effectively, ensuring that schemes achieve their intended outcomes. Thus, RTI not only serves as a monitoring mechanism but also as a tool for constructive policy reform.

**Example:** [https://timesofindia.indiatimes.com/city/gurgaon/rti-act-applies-to-housing-societies-says-punjab-and-haryana-hc-court-orders-disclosure-of-information/articleshow/124077909.cms?utm\\_source=chatgpt.com](https://timesofindia.indiatimes.com/city/gurgaon/rti-act-applies-to-housing-societies-says-punjab-and-haryana-hc-court-orders-disclosure-of-information/articleshow/124077909.cms?utm_source=chatgpt.com)

## **7. Major Challenges in Implementing the Right to Information Act (RTI), 2005**

The Right to Information Act, 2005, is one of the most progressive legislations in India, giving citizens the legal right to demand information from public authorities. It has enhanced transparency, curbed corruption, and empowered citizens to participate in governance. However, the Act's potential has not been fully realised due to the following challenges:

### **7.1. Lack of Awareness among Citizens**

- Large sections of the population, especially in rural and marginalised areas, may not be aware of their right to information.
- Illiteracy and digital exclusion make it difficult for citizens to draft or file RTI applications.
- **Example:** Villagers may not know they can demand stock registers of ration shops or MGNREGA payment details.

### **7.2. Reluctance or Non-Cooperation by Public Authorities**

- Some government officials view RTI as a nuisance or as a threat to their authority.
- Information is often denied, delayed, or incomplete.
- In certain cases, applicants face harassment or intimidation for seeking sensitive information.

### **7.3. Delays due to Bureaucratic Procedures**

- Though the Act specifies a 30-day deadline, applications often get delayed.
- Poor file management, multiple transfers of applications, and a shortage of staff slow down the process.
- Appeals to Information Commissions take months or even years due to pending cases.

### **7.4. Misuse of RTI for Frivolous Purposes**

- Some individuals file repeated or irrelevant RTIs to harass officials or extract personal gains.
- Instances of blackmail or using RTI as a tool of vendetta weaken the genuine spirit of the law.

### **7.5. Poor Record-Keeping and Digitisation**

- Many departments still rely on paper-based records.
- Missing files, lack of indexing, and absence of proper databases make it difficult for PIOs (Public Information Officers) to trace information.
- Without digital record-keeping, proactive disclosure remains ineffective.

### **7.6. Backlog of Appeals and Complaints**

- The Central Information Commission (CIC) and State Information Commissions face lakhs of pending cases.
- Delay in disposal discourages citizens from pursuing second appeals.

### **7.7. Weak Protection for RTI Activists**

- RTI activists, especially those exposing corruption, often face threats, assaults, and even killings.
- Lack of a comprehensive whistleblower protection mechanism undermines citizen confidence.

### **7.8. Inadequate Training and Capacity of PIOs**

- Many PIOs lack proper training in RTI rules and exemptions.
- Errors in judgment lead to wrongful denials or excessive use of exemption clauses.

### **7.9. Excessive Use of Exemptions**

- Authorities often misuse Section 8 of the RTI Act, which allows certain exemptions (national security, commercial secrets, etc.).
- In practice, even harmless information is sometimes denied under this pretext.

### **7.10. Political and Institutional Resistance**

- Political elites and bureaucrats are sometimes unwilling to share information that could expose inefficiency or corruption.
- Certain state amendments have sought to dilute the power of RTI, such as increasing fees or limiting application formats.

### **7.11. Digital Divide**

- The RTI Online Portal is available for central ministries, but many states lack robust digital systems.
- Citizens in rural areas or without internet access struggle to file RTIs online or track appeals.

### **7.12. Cost and Accessibility Barriers**

- Application fee is generally ₹10, but additional costs for photocopying (₹2 per page), CDs, or travel to government offices make it expensive for poor applicants.



- Some states charge higher fees (e.g., Arunachal Pradesh ₹50, Sikkim ₹100).

## 8. Strengthening RTI Implementation

- 8.1. Digitisation of Records:** Proactive disclosure through e-portals, open data platforms, and well-maintained digital archives.
- 8.2. Strengthening Proactive Disclosure (Section 4):** Departments should proactively publish as much information as possible, thereby minimising the need for citizens to file RTI requests.
- 8.3. Awareness Campaigns:** Mass media, NGOs, schools, and Panchayats should spread awareness about the RTI Act.
- 8.4. Capacity Building of Officials:** Regular training programs for PIOs and record keepers to handle RTI requests efficiently.
- 8.5. Speedy Disposal of Appeals:** Increase staff strength and technological support in Information Commissions.
- 8.6. Protection for RTI Activists:** Strong whistleblower protection laws and strict punishment for threats or attacks on activists.
- 8.7. Preventing Misuse:** Filter out frivolous or repetitive applications without compromising genuine requests.
- 8.8. Uniform Fee Structure:** Standardised RTI fees across all states to ensure affordability for citizens.

## 9. Conclusion

The Right to Information Act, 2005, represents a significant step toward transparent and accountable governance in India. By empowering citizens, reducing corruption, and promoting inclusivity, RTI enhances citizen engagement and strengthens democracy. For its full potential to be realised, citizens must actively exercise this right, while public authorities ensure the prompt, accurate, and responsible dissemination of information. However, its success depends on effective implementation. Challenges such as a lack of awareness, bureaucratic hurdles, misuse, and weak institutional support need urgent attention. By promoting transparency, protecting activists, digitising records, and empowering both citizens and officials, India can ensure that RTI remains a living tool for accountability and good governance.

## 10. Important Terms/Terms/Information

1. **RTI Act – 2005:** Parliament passed the Right to Information Act, 2005, which came into effect on October 12, 2005. This comprehensive law provided citizens with a legally enforceable right to seek information and mandated time-bound responses from public authorities.
2. **Public Authority:** Public Authority means any authority or body or institution of self-government established or constituted by/under the Constitution, Law made by the Parliament, State Legislature or any other body owned or controlled or substantially financed by the government.
3. **Third-Party Disclosure (Section 11):** When information pertains to a third party, the public authority must:
  - Serve a notice to that party allowing them to object
  - Weigh public interest in disclosure against privacy or commercial confidentiality before deciding.
4. **Appeal Mechanism (Section 19)**
  - First Appeal: To a designated officer senior to the PIO, if information is denied or delayed
  - Second Appeal: To the Central Information Commission (CIC) / State Information Commission (SIC)  
This two-tier appeal system ensures grievances are addressed.
5. **Penalties & Sanctions (Section 20):** If a PIO:
  - Wrongfully refuses information
  - Delays without reasonable cause
  - Provides incorrect, incomplete or misleading information
  - Alters, destroys or conceals requested information

The Information Commission may levy a penalty of ₹250 per day (capped to ₹25,000 total) and recommend disciplinary action.
6. **Bar on Judicial Interference (Section 23):** Civil courts are barred from entertaining suits in matters where information is sought, though the High Courts and Supreme Court retain their powers under constitutional writ jurisdictions. **Bar on Judicial Interference (Section 23):** Civil courts are barred from entertaining suits in matters where information is sought, though the High Courts and Supreme Court retain their powers under constitutional writ jurisdictions.

### **11. Short and Long Questions**

#### **Short Answer Type Questions**

1. Write a note on Right to Information.
2. Write two objectives of RTI Act - 2005.
3. Give three benefits of RTI Act - 2005.
4. Give any three challenges to strengthen the implementation of the RTI Act of 2005.
5. Write a note on the steps/procedure to submit RTI.

#### **Long Question**

1. Highlight its salient features, major benefits, and challenges in implementation. Suggest measures to strengthen the effectiveness of the RTI Act.

### **12. MCQs for Competitive Examinations:**

<https://forms.gle/14yZHoVKrBsjdNCc8>

### **13. Suggested Readings/Additional Resources**

1. RTI Act – 2005 - [https://cic.gov.in/sites/default/files/RTI\\_English.pdf](https://cic.gov.in/sites/default/files/RTI_English.pdf)
2. Reports of the 2<sup>nd</sup> Administrative Reforms Commission: <https://darp.gov.in/en/arc-reports>
3. First Report of 2<sup>nd</sup> Administrative Reforms Commission: Right to Information: The Master Key to Good Governance: [https://darp.gov.in/sites/default/files/rti\\_masterkey1.pdf](https://darp.gov.in/sites/default/files/rti_masterkey1.pdf)
4. Right to Information: <https://rti.dopt.gov.in/>
5. Relevant reading material from egyankosh - <http://egyankosh.ac.in/>
6. Relevant reading material from e PG Pathshala - <https://epgp.inflibnet.ac.in/>

