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)

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The following works were originally authored by **Pandit Ram Saran Advocate (1895-1946) (My Nana ji)** and have been republished by the Author:

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Unit- I

Chapter 1: Meaning and Significance of Public Administration

Objectives: The objectives of the chapter are to:

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, Vishnugupt or Chanakya, deals with Politics and Administration. It provides insight into governance issues while enumerating the king's functions, offices, and officials; trade and commerce; local government; personnel and financial administration, etc. It deals with the science of wealth and governance, both important aspects of governance, as well as the welfare of children, the infirm, the afflicted, and the helpless.

The origin of Public Administration as an academic discipline can be traced to 1887, when *Woodrow Wilson* advocated separating Public Administration from Political Science. 'The Study of Administration, an essay by *Woodrow Wilson,* is considered the defining moment 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 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 first understand the meaning of 'Administration'. 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 the definitions of Administration given by various scholars, it can be concluded that Administration refers to the cooperative and collective efforts of people and resources to achieve an organisation's desired goals.

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. The 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".

— **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 such as D. Waldo and Woodrow Wilson adopt a more comprehensive perspective, asserting that Public Administration encompasses all three branches of government — executive, legislative, and judicial — along with their interrelationships. 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 in delivering services to the community with private groups and individuals.

4. Nature of Public Administration

A scholar comes across the following two broad views regarding the nature of Public Administration: the Managerial View and the Integral View.

4.1. Managerial View

- The Managerial View is the narrower view of Public Administration that considers only the work of those persons engaged in managerial/executive functions as 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 the acronym POSDCORB, which stands for Planning, Organising, 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 broader perspective on 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, and J. Pfiffner advocated this view.
- All activities, whether managerial, manual, technical, or clerical, are considered part of Public Administration.
- The activities of a secretary to the government, who is involved in managerial activities at the senior level, to the activities of government functionaries at the lower levels of the hierarchy, *i.e.,* a foreman/watchman/ward boy, are all 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 maintaining law and order to providing welfare-oriented services to citizens. Thus, they play an increasing role in all aspects of citizens' lives. 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**

L. Gulick has summarised the scope from a managerial perspective using the 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 country's social and economic development through five-year plans was undertaken by the Planning Commission from 1950 to 2014. The Planning Commission was replaced by the National Institution for Transforming India (NITI Aayog) in 2015.

At the organisational level, management makes plans for the year, month, fortnight, and week to achieve its predetermined 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 established the National Disaster Management Authority at the national level, the State Disaster Management Authority at the state level, and the District Disaster Management Authority at the district level to mitigate people's suffering 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 involves recruiting, training, promoting, and handling other personnel matters, as well as creating good and humane working conditions.

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

At the organisational level, qualified people are recruited and placed in different positions. Their promotional avenues and working conditions are also determined in accordance with organisational policies.

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

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

In organisations, top management issues directives to 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 facilitated by committees with members from different departments/units.

(R) Reporting: the activity of keeping senior functionaries informed about the organisation's operations. Reporting is conducted using records, reports, and inspections.

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

Organisations issue periodic and annual reports on their goals and achievements. Employees of an organisation periodically report to top or senior management.

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

Example – Governments prepare annual budgets that show 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 departmental and divisional operations.

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

5.2. **Integral Point of View**

From an integral perspective, the scope encompasses all activities undertaken by the government in pursuit of its stated objectives. This scope is expanding day by day as governments increasingly engage in a wide range of activities across 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 primary vocation is to assist political executives in carrying out the government's work. The main forms of applied administration classified by *Walker* are:

i. **Political**: It comprises the study of executive-legislative relations and the cabinet's political and administrative activities.

ii. **Legislative**: It consists of the activities undertaken by officials to draft bills that are presented to and enacted by the legislature, as well as issues related to delegated legislation.

iii. **Financial**: Financial Administration comprises activities that help the state generate, regulate, and allocate financial resources to enable the government to carry out its functions.

iv. **Welfare Administration:** Welfare Administration comprises the activities of organisations/departments providing welfare to society at large and specific services to targeted groups.

v. **Foreign**: It includes cooperation among different countries, as well as International Bodies/Agencies such as the UN, and other related diplomatic matters.

vi. **Economic**: It comprises all the activities undertaken to advance the government's economic interests, including industrial activities and foreign trade.

vii. **Local**: It covers the administration of local bodies, such as the Panchayati Raj Institutions in rural areas and Municipalities in urban areas.

5.4. **Traditional Administrative Theory:** As per the Traditional Administrative Theory, the scope of Public Administration is to oversee the functioning of various public authorities. It thus includes only the functions of the executive branch and excludes the other two branches, *i.e., the* 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 began to perform 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 address several socio-economic problems faced by 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 examines the formal structure and functioning of organisations, including the behaviour of individuals and groups within 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:** Oversees the personnel aspects of governmental organisations. It is concerned with recruitment, training, promotion, conduct & discipline, ethics, and personnel agencies such as the Union Public Service Commission.

5.6.4. **Development Administration:** Development Administration concerns the development plans and programs undertaken by modern countries to advance their nations.

5.6.5. **Comparative Administration:** Comparative Administration is the study of administrative systems operating in different countries around 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 a management perspective on governmental organisations and processes.

5.6.7. **Policy-Making:** Policy-making is a field of study focused on policy development, implementation, and related issues. Policies provide guidelines for the government's 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 free from corruption, providing a platform for the weak and underprivileged to voice their opinions and grievances, and being responsive to community needs.

A Good Government keeps the citizen at the centre of governance and provides a responsive government with the capacity and capability to address the issues confronting a country.

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

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

5.7.3. **Citizen's Charter:** A Citizen's Charter is a tool that makes the government accountable and defines the rights of citizens availing government services; it also delineates the process of grievance redressal. The Citizen Charter helps provide better services by enabling departments to set standards and improve upon them.

5.7.4. **E-Governance/Digital Initiatives:** E-Governance/digital initiatives of present-day governments provide several services to citizens online at their convenience. The usefulness of E-Governance and Digitalisation has been widely acknowledged and widely accepted globally during COVID-19, the pandemic that plagued 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 Payments Interface (UPI), the digital payment platform of the Government of India, is a global frontrunner in digital payment systems. Many countries, including France, the UAE, Sri Lanka, Bhutan, Malaysia, and Nepal, are using UPI for digital transactions.

5.7.5. **Administrative Reforms:** The government introduces periodic, widespread reforms in response to new developments and challenges the State faces in managing economic and social issues.

These reforms are initiated by the government and implemented by the Public Administration.

Example: One of the major tax reforms in recent years is the Goods and Services Tax (GST) 2017, which revamped the tax structure, making it uniform and simpler.

5.7.6. **Sustainable Development:** Modern governments are working to make development sustainable by making it cleaner and greener; that is, they will develop in a manner that meets the needs of the present generation without compromising the ability of future generations to meet their own needs.

5.7.7. **Women's 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 such as 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 specialised personnel to improve the work culture and 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:** The Government, in its endeavour to mitigate the damage and destruction caused by natural and man-made disasters, has established the National Disaster Management Authority (NDMA), headed by the Prime Minister of India. NDMA is the apex body for Disaster Management in India, and State Disaster Management Bodies and District Disaster Management Authorities function at the State and District levels.

6. Significance of Public Administration

Governments of the bygone era performed traditional functions such as maintaining law and order and collecting taxes. Most of the rulers at the time were neither interested in the welfare of their citizens nor in providing 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 carry out several welfare-oriented functions for the benefit of 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, which is 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 and establishing peace to protect people's lives and property. It helps the executive frame legislation, implement it, and impose 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 government is the collection of revenue through 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 country's development. Public Administration implements various government policies across the agricultural, industrial, and other sectors.

For example, in the agricultural sector, the state provides farmers with the latest scientific know-how, sets prices for various agricultural products, and, at times, even the market itself, to prevent panic selling. Fertiliser manufacturing PSUs have been set up to develop this sector. Agricultural universities help conduct research to improve seed quality. Similarly, the state plays an important role in developing the rural, urban, and 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 government initiatives aimed at developing the industrial sector.

6.4. **Provision of Welfare Programmes:** Modern states take pride in being known as Welfare States and thus provide a range of welfare programmes for their 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 schoolchildren from pre-school to class 12, comprises 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 to uplift weaker sections include the Pre-Matric Scholarships for SC Students and the Free Coaching Scheme for SC/ST and OBC students.

6.6. **Role in Economic Development:** The Government plays a significant role in the nation's economy. The state draws up plans for balanced economic growth across the country, while Public Administration implements them. It ensures the utilisation of the country's natural and physical resources in a manner that drives economic growth and ensures the benefits reach the common person, thereby minimising economic disparities.

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

6.7. **Crisis/Disaster Management:** Public Administration plays an important role in managing natural and man-made crises in the country. During times of crisis, the government provides relief to the people either itself or through NGOs. They do so by making plans, organising aid, overseeing rehabilitation, and addressing other people's needs. At present, we have seen many such examples in our country.

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

6.8. **Role in International Affairs:** Countries around the world today are increasingly engaging with one another in matters of trade and commerce, medical supplies, tourism, and other issues such as boundary disputes. Public Administration plays an important role in international affairs. Most of the policies made by the politicians are initiated and formulated by the Public Administration. Officers of the Indian Foreign Service play an important role in international relations.

6.9. **Role in Social Change and Development:** The government ushers in social change by bringing social legislation and implementing it through Public Administration. This legislation helps to uplift the weaker and marginalised sections of society. Social legislation to abolish untouchability, prevent child marriages, and implement the PNDT Act, among other measures, helps usher in 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 the nation and its people:** Another important function of Public Administration is to ensure the safety of the nation and its people by first helping the governments of the day make laws and then implementing them. It provides for internal and external security of the nation and its people.

6.11. **To Protect Society from Breakdown:** Public Administration ensures the nation's social fabric 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. If there are any misgivings about specific policies or programmes, it is the duty of the government/public administration to hold discussions with civil society/citizens to disseminate information and clear up citizens' 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 Maruti Udyog Limited as a public-sector enterprise in 1981 helped develop the small-car/automobile sector. When this sector was adequately developed, the government disinvested its share in the company. Hindustan Aeronautics Limited (HAL) is doing exemplary work in aerospace technology to make the country self-reliant. The government has set up several other public-sector enterprises/joint ventures over the years to develop various sectors.

6.13. **Public-Private Partnership:** The government invites private capital through the Public-Private Partnership model to develop infrastructure and other services. The 'Public' partners in Public-Private Partnership (PPP) are government entities such as ministries, state-owned enterprises, and municipalities, while the 'Private' partners are industrial houses at the local, state, or international level. 'Private' partners may also include Non-Governmental organisations. PPP helps increase the private sector's contribution to nation-building and reduces the government's financial burden.

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 plays an increasingly important role. The relegation of environmental issues to the background is no longer possible, as they are now showing hazardous effects. The governments of the day have begun implementing recycling, reusing, reducing, repurposing, and refusing to improve the environment and advance 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 under the PM Surya Ghar Bijli Yojana to provide clean, green energy to citizens.

6.15. **Significance as a Discipline:** Public Administration is of a comparatively recent origin and concerns itself with the functioning of the government. Modern governments play an increasing role in citizens' lives, so the study and reform of Public Administration have become important. In recent times, many new concepts, including E-Governance, Digitalisation, Good Governance, Corporate Governance, and Citizen Charter, among others, have entered the field of study and enriched the discipline. The more challenges to governance and Public Administration, the greater the need for empirical studies on the issues facing society.

6.16. **Women's Empowerment:** Women are often subjected to discrimination and oppression due to their gender. To create an equitable society, modern welfare governments empower women and girls.

Examples: The government has formulated programmes such as Beti Bachao Beti Padhao and Mahila Shakti Kendras to empower the girl child and women. The government has also initiated Gender Budgeting to give women their due.

7.0. Conclusion

Public Administration is, thus, an area of study that deals with government and covers all aspects of governance. The definitions of Public Administration reflect its widening scope, as different scholars examine its various aspects. Some scholars believe that Public Administration is concerned only with the Executive branch. In contrast, 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 widening as the discipline broadens. The significance of Public Administration has increased manifold; in the present times, it is not only performing traditional functions but also undertaking developmental and welfare-oriented activities. It plays an important role in development, empowerment, welfare, the maintenance of law and order, social change, and the promotion of 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 28th President of the United States of America.
3. **Administration**
    a. **E.N. Gladden:** Administration is a long and pompous word, but it 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 managerial/executive functions. Luther Gullick says the main work of the Administration is to get things done. Therefore, he has given these managerial functions the 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, widespread reforms in response to new developments and challenges the State faces in managing economic and social issues. These reforms are initiated by the government and implemented by the 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, 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.
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 the 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

Public Administration is concerned with the formulation and implementation of Public Policies. It also focuses on providing services to citizens. Public Administration is the apolitical instrument of government that operates within a country's constitutional and Legal framework. 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 driven by a profit motive or the benefit of the individual/group/teams. It also develops relevant policies to achieve 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 they are similar, 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 such as Henri Fayol, Urwick, and Mary Parker Follett believe that Public and Private Administration share many common features and that the difference between them is one of degree rather than kind. Similarities between the two are as follows:

1.1. **Scope of Activities:** The scope of activities in both Public and Private Administration has 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, allowing the private sector to set up operations and compete with the government sector, thereby improving services.

1.2. **Nation Building:** Both Public and Private Administration have an important role to play in nation-building activities, including building and setting up infrastructure, providing health facilities and other related services, establishing 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' by utilising a portion of their profits for activities such as environmental sustainability, uplift of the weaker sections, promoting gender equality, education, and health-related activities under Corporate Social Responsibility.

1.3. **Bureaucratic Structure:** Both Public and Private Administration have a bureaucratic structure characterised by division of work, written rules and regulations, and hierarchy.

1.4. **Management Techniques:** Both Public and Private Administration have similar techniques of planning, organising, staffing, directing, coordinating, reporting, and budgeting. Project/Programme management techniques such as PERT (Programme Evaluation and Review Technique), CPM (Critical Path Method), Cost-Benefit Analysis, and Inventory Control Techniques are also used in both.

1.5. **Employment Legislation:** Employees in both the Public and Private Administrations are governed by similar government-enacted employment legislation.

1.6. **Union Activities:** Employees in both the Public and Private Administrations can form unions and associations to protect their rights.

1.7. **Dynamic Nature:** Both Public and Private Administration are adopting sustainable practices to cope with environmental changes and remain relevant over the long term in a highly competitive and daunting environment.

2. Dissimilarities/Distinctions 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/distinctions between Public and Private Administration:

S.No.	Basis	Public Administration	Private Administration
2.1.	**Political Control**	Public Administration works under the overall control of the Political Wing of the government. **<u>Example:</u>** 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 of the Union Government. Organisational Structure of Department of Expenditure, Ministry of Finance: https://doe.gov.in/organization-structure	In Private Administration, the entrepreneur does not function under the political heads. The larger organisations have a board of directors to guide their decision-making. They work according to market forces. **<u>Example:</u>** Reliance Industries Ltd - https://www.ril.com/OurCompany/Leadership/BoardOfDirectors.aspx Tata Motors: - https://www.tatamotors.com/organisation/our-leadership/
1.1.	**Motive**	Public Administration is not profit-oriented. Social welfare and development are its main motives. Even industries set up by the government have social	Profit is the main motive of the entrepreneur in Private Administration. The business will not be sustainable without

		objectives alongside economic ones. Examples: - The government opens schools for the education and welfare of children, not for profit. - The government provides free and compulsory education for students up to age 14.	profit, as private industries do not receive public funds. Example: - Private schools are set up by individuals or industries with the motive of earning money. (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)
1.2.	**Political Interference**	As Public Administration is under the direct control of political heads, there is considerable political interference. **Example**: When setting up industrial units, political considerations may take precedence over economic and technical feasibility studies.	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 made by the Political parties. Extensive economic and technical feasibility studies form the basis for establishing or expanding industrial units.
1.3.	**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. 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. During COVID-19, the scope of activities undertaken by the	The scope of activities in Private Administration is limited compared to the public sector, as it cannot undertake activities that require substantial investment. For instance, setting up the Railways, Atomic Energy Plants, Research & Development in the field of Defence, Space, etc. Note: Indian Railways has begun operating private trains

		government increased manifold.	on certain sections, and the number will increase over time.
1.4.	**Nation Building**	Nation-building is one of the most important tasks of Public Administration. It sets up Public Sector units in remote corners of the country to develop the area.	The Private sector prefers to set up industrial units in well-developed areas. Except for a few big industrial houses like Tata and Reliance, the private sector shows little interest in nation-building exercises. Note: The Public-Private Partnership model enables the private sector's role in nation-building. PPP Mode: https://www.pppinindia.gov.in/pppac-authoritywises/pppac-projects-list_Ministry-of-Railways
1.5.	**Equitable/ Uniform Treatment**	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 it to the other.
1.6.	**Employment Opportunities**	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.	Private Administration is not as big an employer as Public Administration. Note – We also have the Public-Private Partnership model, which provides jobs.
1.7.	**Anonymity**	In the field of Public Administration, officials	In Private Administration, the organisations run in the name

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		remain incognito, i.e., work behind the curtain. They conduct the affairs of any organisation in the name of the state, in their official capacity.	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 their owners' names.
1.8.	**Rules and Regulations**	Governmental rules and regulations are stricter than the Private ones. Due to rigid rules and regulations, the decisions are delayed. Delayed decisions or red tape lead to lower productivity and greater losses.	There is more flexibility in the Private Administration. Due to flexibility, decisions are made on time. Due to timely decisions, Red-Tapism is less, and there is more efficiency and productivity.
1.9.	**Public Scrutiny and Criticism**	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 subject to public scrutiny and criticism, as a private entrepreneur does not operate under the watchful eye of the press or the public. Because of this, he is relatively free in his approach to dealing with certain situations.
1.10.	**Complexity**	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 were established and structured.	Private Administration is well-knit and compact.
1.11.	**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	There is no monopoly in Private Administration. More than one organisation manufactures and supplies the same commodity to the market.

		Railways. Atomic Energy Plants (The government has allowed private parties in many fields like electricity, civil aviation, postal services, telecommunications, etc.)	In present times, many areas/sectors have been opened, and the government's monopoly has been reduced. Mobile Connections providing companies: https://www.trai.gov.in/consumer-info/telecom/service-providers-list
1.12.	**Financial Control**	Public Administration is subject to strict financial controls and audits. The executive and the legislature exercise control over the government's spending of taxpayers' money collected through taxes, fees, fines, and other sources. Public Administration is thus accountable to the people through the Parliament.	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.
1.13.	**Competition**	There is less competition in Public Administration, so the quality of the services is at times not up to the mark. There is competition in certain sectors such as banking, postal services, and telecommunications, and the quality of services has improved compared to earlier.	Competition is a dominant factor in Private Administration. Competition results in better services and improved quality.
3.15.	**Capacity Utilization**	Compared to Private Administration, Public Administration does not ensure optimum utilisation of capacity. It may be due to several reasons, such as strikes, a lack of raw materials, a lack of trained staff, or simply employee indifference.	Optimum utilisation of capacity is there in the Private Administration. The machines are properly maintained so they don't break down, and strikes are almost unheard of.
3.16.	**Social Prestige**	A high degree of social prestige is associated with Public	Social prestige is not at the same level for the Private

		Administration, as it provides social services to the people.	Administration, as it is not as involved in social services.
3.17	**Public Relations**	Public Administration has borrowed the principle of public relations from Private Administration. Though they have not yet mastered the technique properly, their efforts have certainly produced results.	The work of the Private Administration is dependent on public relations. The Private Administrator relies heavily on public relations and invests heavily in it.
3.18.	**Job Security**	There is job security in Public Administration. The civil servants and other employees are protected under the Constitution of India.	There is little or no job security in Private Administration. The hire-and-fire policy is prevalent.
3.19.	**Uplift of Weaker Sections**	Public Administration seeks to bring the weaker sections of society on par with other sections by providing reservations for these sections at different levels of government and public services.	The Private Administration is under no such obligation to provide reservations for the weaker sections. Merit and experience are the basic criteria for appointing a person.

2. Conclusions

Public Administration and Private Administration share several similarities and differences. Differences between the two are only of degree and not of kind. Though Public Administration has acquired several distinctive features, such as accountability and consistency, most of its activities are similar. We can thus say that they are complementary. In fact, in the present situation, we have a Public-Private Partnership in which both the Public and Private Administrations collaborate to carry out various developmental and welfare-oriented activities.

3. 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, officials remain incognito, i.e., work 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 collaboration between the public or governmental sector and the private sector to provide services to the people.
5. **Monopoly:** In certain industries, there is a monopoly in Public Administration because no one is allowed to establish or operate 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.

4. 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.

5. MCQs for Competitive Examinations: https://forms.gle/tTZ7Xq8phk6SfDeC6

6. 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.
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 the 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

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 achieve common goals but also help attain the personal goals of those working in them. 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 operates through a predetermined process, with interrelated parts performing diverse activities to achieve its 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 interrelating, grouping, and regrouping, as well as defining the authority and responsibilities of the people manning various positions while being 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".

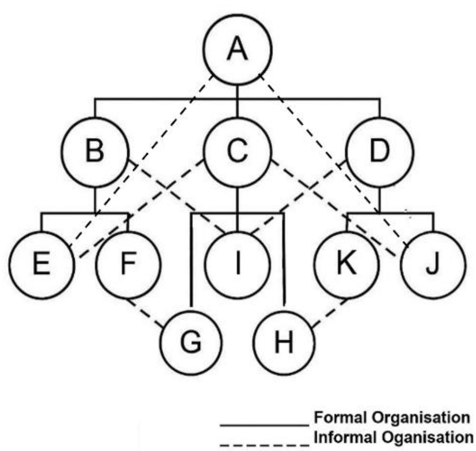
— **Amitai Etzioni:** "Without well-run organisations, our standard of living, our level of culture and our democratic life could not be maintained. We are born in organisations, educated in organisations, and most of us spend much of our time working for organisations".

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

3. Types of Organisation

There are two types of organisations, Formal and Informal Organisations. Formal organisations are deliberately created to achieve common goals, whereas informal organisations are the naturally occurring relations among members of 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 in accordance with the rules and regulations to ensure the smooth functioning and achievement of an organisation's goals.

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 depend on their likes and dislikes, as well as on their emotional needs and attitudes. The informal organisation develops spontaneously among members of formal organisations. They may be small or large, depending on common needs, aspirations, or values. A functionary can be a member of several informal groups. Informal organisations, though they provide support to a formal organisation, can also create bottlenecks in its functioning.

According to Chester Barnard, informal organisations are aggregates 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.

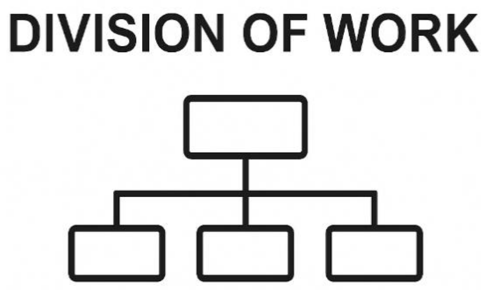
4. Principles of Organisation

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 administrators get work done by guiding and controlling their subordinates, while others help improve organisational functioning, thereby enhancing efficiency. The principles of organisations have been outlined by social scientists such as Henri Fayol, Mooney, and Reiley. Following are the principles of organisations:

4.1. **Authority and responsibility**: Authority flows from responsibility; managers who exercise authority over others should also be responsible for their decisions and the results. Henri Fayol says authority is the right to give orders and exact obedience. It is both official and personal. The official authority is positional, i.e., derived from a manager’s position in the organisation's hierarchy. A manager's personal authority is based on his qualifications, such as 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.

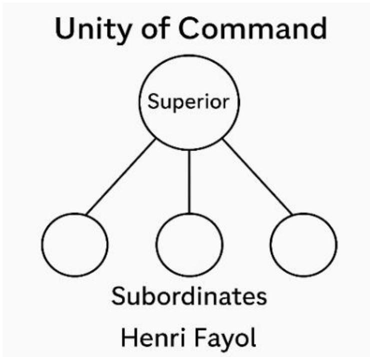
4.2. **Division of Work:** According to Henri Fayol, division of work applies to all kinds of work, whether manual, managerial, or technical. Fayol says that division of work leads to specialisation, as the worker is always doing the same work and gradually becomes an expert in it.

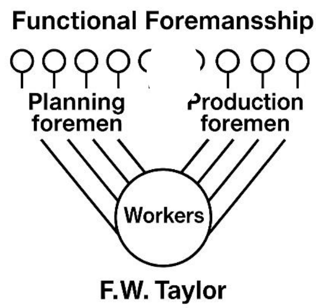
Whenever organisations are conceptualised, their work is divided into different units. These units are based on logical and rational division of work and identification of the functions to be performed by a person holding that position (Job description). After the division of work, the qualifications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



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 avoid conflicts within organisations, as a person receiving orders from two bosses will not know whom to follow and may play the two bosses against each other.

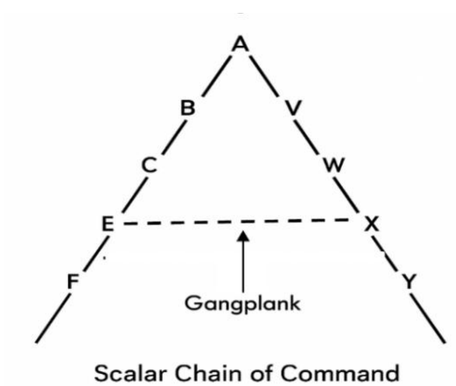
Henri Fayol's Principle of Unity of Command runs counter to the principle of Functional Foremanship propounded by F.W. Taylor, wherein a worker receives orders from 8 functional foremen – four in planning and four in the production area.





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 production activities under one manager and all marketing activities, such as pricing, advertising, and research, should be under the control of one manager and 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 it. So all the functionaries of an organisation are in a chain of superior-subordinate relationships from the top to the bottom. According to this principle, a request from person 'E' to 'X' should go through C, B, A, V, and W, as shown in the figure below. He also says that this link should not be broken, but a gangplank can be opened through which 'E' receives information directly from 'X' rather than following the scalar chain. Gangplank helps get information quickly so you can make 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 organisation's interests take precedence over those of individuals or groups. It means that whenever there is a conflict of interest, the individual's interest must be sacrificed for the benefit of the organisation.

4.7. **Remuneration:** Employees of an organisation receive remuneration based on their qualifications, working conditions, level of responsibility, and the difficulty of their job. The cost of living and state of the business may also be taken into consideration.

4.8. **Equity:** According to this principle, all employees of an organisation should be treated with justice and kindness, as this helps ensure their loyalty and devotion to the organisation. The superior must instil a sense of equity at all levels of the organisation.

4.9. **Order:** According to Fayol, order means the right person in the right job and everything in the proper place. It depends on precise knowledge of the organisation's human requirements and resources.

4.10. **Centralisation:** Fayol says that centralisation is of the natural order. In small organisations with a limited number of employees, the manager can give orders directly to everyone. Still, in larger organisations, this is not possible, and a certain degree 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 employees be given a reasonable amount of time to settle into their jobs and adapt to the requirements of the work.

4.12. **Initiative:** As per this principle, subordinates should be given opportunities to demonstrate initiative, develop their skills, and strengthen their 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 coordinate the organisation, thereby further helping achieve its goals.

4.14. **Discipline:** Members of an organisation are required to perform their functions and conduct themselves towards others in accordance with the organisation's rules, regulations, norms, and customs. Discipline is required in an organisation to achieve its goals, rather than to cater to an individual's whims and fancies.

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 in accordance with the rules and regulations to ensure the smooth functioning and achievement of an organisation's goals.
3. **Informal Organisation:** Informal organisations refer to the informal relationships between people working in formal organisations. The relationships depend on their likes and dislikes, as well as on their emotional needs and attitudes. The informal organisation develops spontaneously among members of formal organisations. They may be small or large, depending on common needs, aspirations, or values. A functionary can be a member of several informal groups. Informal organisations, though they provide support to a formal organisation, can also create bottlenecks in its 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 avoid conflicts within organisations, as a person receiving orders from two bosses will not know whom to follow and 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 production activities under one manager, and all marketing activities such as pricing, advertising, and research, should be under the control of one manager and 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 it. So all the functionaries of an organisation are in a chain of superior-subordinate relationships from the top to the bottom.

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.
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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 the 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

Classical thinkers considered hierarchy one of the most important principles of organisation. There is a grading or ranking of officials in an organisation as per their relative status or authority. It means the ranking of people or positions according to 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.

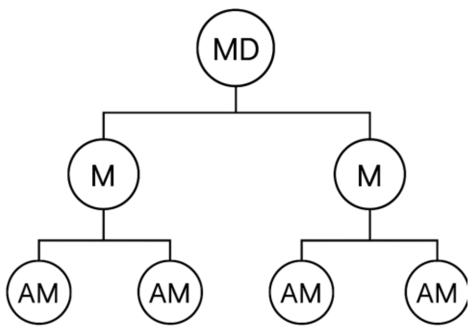
— **L.D. White:** Hierarchy consists of the universal application of the superior-subordinate relationship across several levels of responsibility, from the top to the bottom of the organisational structure.

— **Henry Fayol:** Hierarchy is the series of officials who 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, which means that each lower office is under the control and supervision of a higher one.

3. Hierarchy

The following figure illustrates a typical upper-, middle-, and lower-management hierarchy in an organisation. Hierarchies have the shape of a 'Pyramid' because there are more employees at the base level, i.e., they are broader at the base. As one goes up the hierarchy, the number of employees decreases, tapering off at the top of the organisation.



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

Hierarchy of the Indian Military

General
↓
Lieutenant General
↓
Major-General
↓
Brigadier
↓
Colonel
↓
Lieutenant Colonel
↓
Major
↓
Captain
↓
Lieutenant

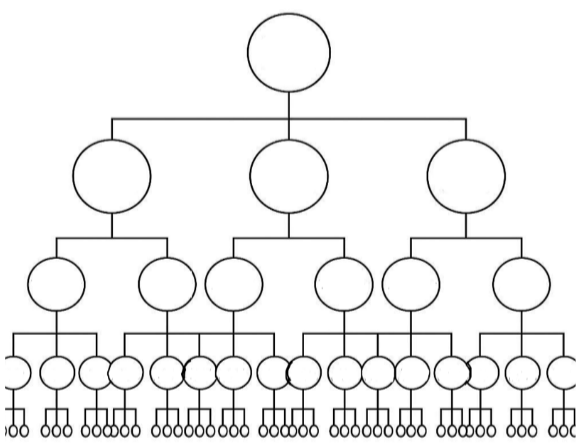
3.1. Types of Hierarchy

Normally, we see that some organisations have many hierarchical levels, while others have fewer. Those with a large number of hierarchical levels are known as a 'Tall Hierarchy', and those with a smaller number of levels are known as a 'Flat Hierarchy'. Tall hierarchies and Flat hierarchies are shown in the figures.

3.1.1 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 at these levels have a narrow span of control, i.e., fewer 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; greater costs due to a larger number of levels; and a lack of motivation amongst employees due to close supervision.

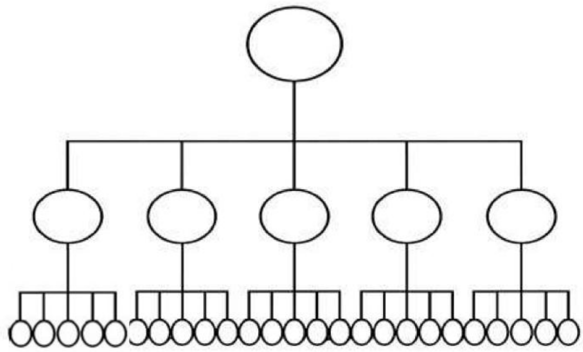


Tall Hierarchy

3.1.2 Flat Hierarchies

Flat hierarchies have fewer levels of functionaries and thus a shorter chain of command from the top to the bottom of the organisation compared to tall hierarchies. The functionaries at these levels have a wide span of control, i.e./a larger number of subordinates at each level. The advantages of flat hierarchies with fewer levels include effective communication, timely decision-making, and greater delegation of work.

The disadvantages of flat hierarchies include a higher workload due to a larger span of control, fewer avenues for 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. The following are the characteristics of Hierarchy:

4.1. **Division of Work:** The organisation's work is divided functionally into departments, divisions, and subdivisions 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 its level within the organisation. The higher the level, the more authority; the lower the level, the less 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 when performing an activity in a hierarchical organisation is unacceptable.

4.5. **Pyramidal Structure:** Hierarchical organisations have a 'pyramid' structure, *i.e.,* they are broad at the base and taper towards the top. It means there are more employees at lower levels, and the number of employees decreases as we move to higher levels.

4.6. **Unity of Command:** There is a unity of command in hierarchical organisations. A person receives orders only from one superior/boss, which leads to greater 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 organisation. 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 top to bottom and from bottom to top - and horizontal – among functionaries at the same level.

4.9. **Career System:** A hierarchy with various levels of authority provides a progression from lower to 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 decisions at various levels – managerial and supervisory – within 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 within the organisation through which official communication flows.

5.3. **Checks Misuse/Abuse of Authority:** Hierarchy facilitates the proper division of work at various levels, so a functionary in a hierarchical organisation is aware of the limits of his authority and the corresponding responsibilities. With well-defined authority, there is a lower risk of abuse or misuse.

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 on functionaries at higher levels, it also leads to timely decision-making. The quality of decisions is also good, as they are made in accordance with field conditions.

5.7. **Coordination:** Coordination helps integrate various units/divisions of an organisation into a cohesive whole capable of achieving 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 setup, 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 confers authority on functionaries at different levels but also helps define their responsibilities. The functionaries are thus held accountable for actions.

5.10. **Uniformity:** Formal rules within a hierarchy help maintain 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 and across 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 considerable rigidity due to strict adherence to rules, regulations, authority, responsibility, and procedures through proper channels. A lack of flexibility makes a hierarchical organisation more authoritarian and, hence, less dynamic.

6.3. **Impersonal Relations:** Strict adherence to rules and regulations, procedures through the proper channel, and superior-subordinate relationships amongst employees lead to impersonal relations amongst employees working in organisations.

6.4. **Abuse of Authority:** Functionaries at the senior/top level of the organisation, with greater authority, may abuse or misuse it for personal gain. 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, both vertically and horizontally. In a rigid hierarchical setup, most communication is downward, i.e., from the top to the bottom or from superiors to subordinates, rather than bidirectional. Less upward communication may also leave top-level functionaries unaware of the position at the field level.

6.6. **Discourages Initiative:** Employees at various levels in the hierarchy generally have to follow orders from superiors or top-level functionaries. Employees tend to lose initiative and fail to generate creative ideas.

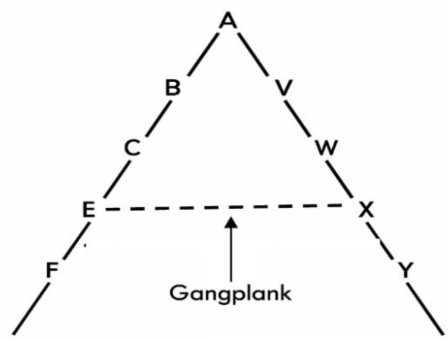
6.7. **Compartmentalisation:** Every unit/sub-unit of the organisation starts working in a compartmentalised manner and treats its work as the most important. It starts optimising its work at the expense of the other, and the organisation's efficiency and effectiveness decline.

6.8. **Lack of Participation:** Due to a rigid superior-subordinate relationship, downward communication, and rigid procedures, there is a lack of participation, especially from employees at the lower levels of the hierarchy, in the decision-making process. Lack of participation leads to employees not having a sense of belonging to the organisation.

6.9. **Expensive:** Hierarchical organisations are costly because they require additional staff at multiple levels to perform organisational tasks.

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 in position 'E' needs information from a person in position 'X', the file route is C, B, A, V, W, and then to X. The file travels through different levels within one department/part, then to the other department/part of the organisation. It leads to delays, red tape, and delayed decision-making. To avoid delays in decision-making, *Henri Fayol* suggests that a cross-channel or a gangplank can be 'thrown open', allowing a person in position 'E' to 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 with each other to avoid confusion and conflict within the organisation. He was also of the view that the gangplank should be thrown open selectively, as if all deals across the departments were made, then the person at the topmost level would be ignorant of the goings-on in the organisation. Cross-channelling or gangplanking is also known as level jumping.



Scalar Chain of Command

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 operates on the principles of unity of command and span of control, with the span wider at lower levels of the hierarchy and narrowing as one moves to higher levels in an organisation. The decreasing span tapers to a point at the top, 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 fewer levels/layers of functionaries and thus a shorter chain of command from the top to the bottom of the organisation compared to tall hierarchies. The functionaries at these levels have a wide span of control, i.e./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 at these levels have a narrow span of control, i.e., fewer subordinates at each level.
3. **Hierarchy:** According to Henry Fayol, Hierarchy is the series of officials who 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 introduced this concept to avoid delays caused by 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 it 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.
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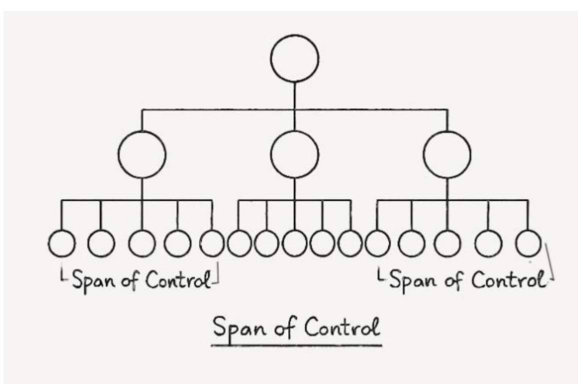
9. Sharma, Vibha. Fundamentals of Public Administration for Semester I, Jalandhar: New Academic Publishing Co, 2024
10. Relevant reading material from Egyankosh - http://egyankosh.ac.in/
11. Relevant reading material from the PG Pathshala - https://epgp.inflibnet.ac.in/

Unit- I

Chapter 3 – C Span of Control

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 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 a superior can effectively supervise and manage.

— **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.

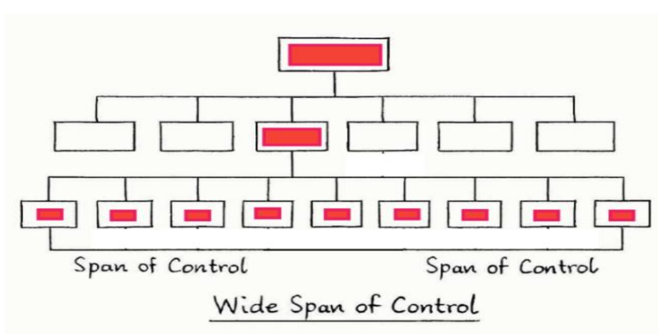
— **Lois Allen**: Span of control refers to the number of people that a manager can effectively supervise.

Span of Control is thus the range or the number of immediate subordinates a supervisor can effectively control and supervise. It depends on the position a person holds in an organisation, given the limited availability of attention, time and energy. If the Span of Control is too large, it can affect the effective utilisation of human resources within the organisation.

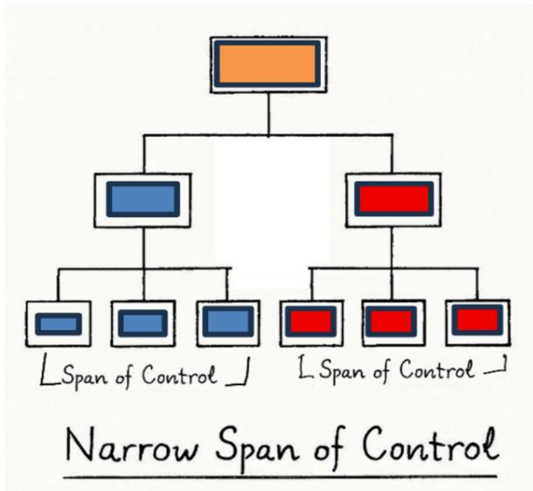
3 Types of Span of Control

Span of Control has two types: Wide and Narrow.

3.1 Wide Span of Control: The diagram shows an organisation having a wider span of control. A wider span of control means a superior must supervise and control a relatively large number of subordinates. The hierarchy becomes flatter 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. A wider span of control means a superior must supervise and control a relatively large number of subordinates. The hierarchy in this case is tall due to a smaller span of control. Due to a narrower span, the number of levels in the hierarchy increases, which may delay 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	A relatively larger number of Subordinates	A relatively smaller number of Subordinates
Hierarchy	Flat Hierarchy	Tall Hierarchy
Activities	Possible if routine activities are undertaken	Preferred if activities undergo frequent changes
Competence of Employees	It is possible if all employees are competent and require less supervision	It is not possible if employees are not similarly competent
Communication	Timely due to a lesser number of hierarchical levels	Maybe distorted and/or delayed due to a larger number of hierarchical levels
Coordination	Better Coordination due to the competence of	May have problems in coordinating activities due

	employees and a smaller number of levels	to a lack of similar competency and a larger number of hierarchical levels

5 Ideal Span of Control

Due to limitations in human mental and physical capacity, there are limits to the number of subordinates a superior can supervise. 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 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 it 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.

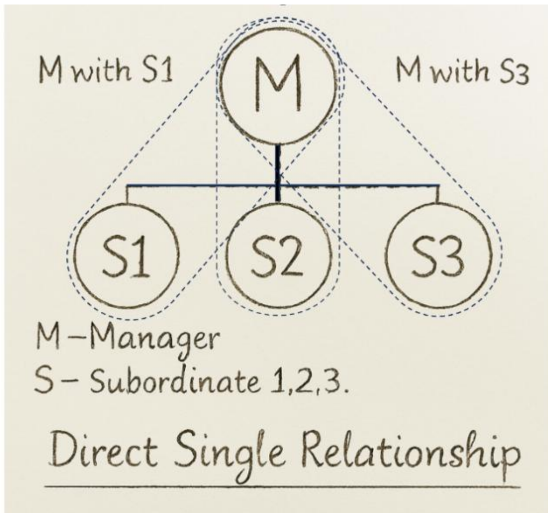
Span of Control given by V.A. Graicunas

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_1);

- Manager (M) with Subordinate (S_2); and
- Manager (M) with Subordinate (S_3).

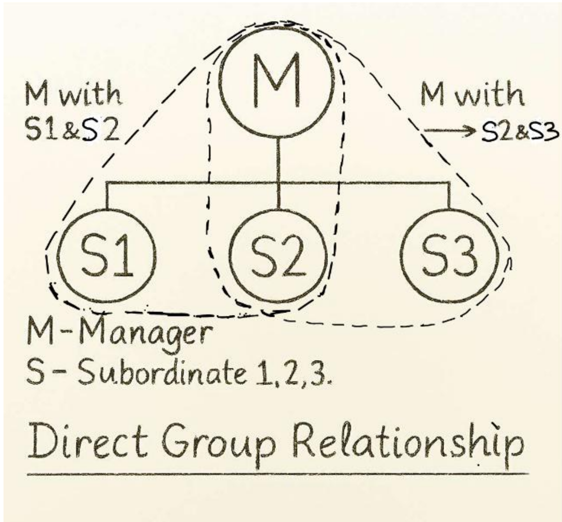
So there are a total of three direct single relationships in the stated figure.



2. <u>Direct Group Relationship:</u> It is the relationship between the superior and his workgroups in all possible combinations, as shown in the figure.

- Manager (M) with Subordinate (S_1 & S_2);
- Manager (M) with Subordinate (S_1 & S_3); and
- Manager (M) with Subordinate (S_2 & S_3) and so on ….

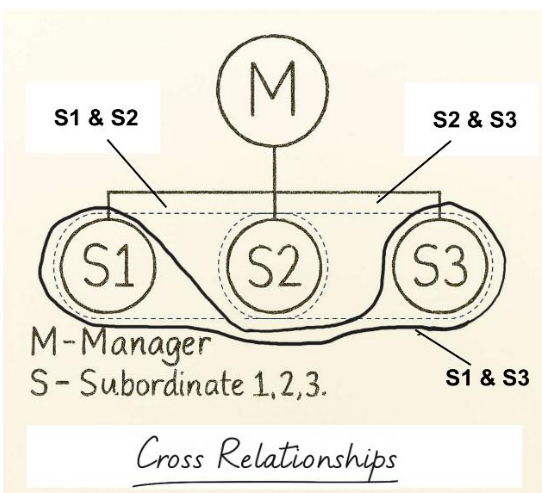
The formula for this is n $(2^n/2-1)$. Suppose the number of subordinates is 3, then $3(2^3/2-1) = 9$. There are a total of 9 relationships.



3. <u>Cross Relationships:</u> 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, the total number of interactions is 100; if it is 6, it is 222. The mathematical formula of Graicunas to calculate the total number of relationships is as follows:

$\mathbf{r = n(2^n/2+n-1)}$

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 senior positions, the number of subordinates should be 5 or 6, while at junior levels, it 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 the increased 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 it is not going to change frequently, then the span of control can be wider. But if work is not routine and changes frequently, then several decisions will have to be taken at short intervals, and the span of control will be narrower. Even if the nature of the work is complex, the span will be narrow.

6.2. Age of the organisation: If an organisation is new, the span is narrow; if it is old and has standard operating practices firmly established and stable, the span is wider.

6.3. Level of management: The higher the level of management, wherein management has to oversee several functions, the narrower the span. As we come down the hierarchy, the span increases. At the supervisory level, the span is greater. At the top level, the span ranges from 3 to 7 subordinates, and at the supervisory level, depending on the work performed, it can range from 10 to 20 subordinates.

6.4. Geographical Dispersion: If the organisation operates from one place, the span of control can be wider; if the organisation or its branches are in different geographical locations, 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 uses Information and Communication Technologies, the span of control is wide. But if most of the work is undertaken manually, then the span is narrower. Moreover, nowadays, much work is also undertaken using artificial intelligence; the scope in such cases can be very wide.

6.7. Channels of Communication: Well-defined and demarcated communication channels 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 a larger number of subordinates. If 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 assigned tasks without close supervision, the superior can exercise greater 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 wider. 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 depends on the position's level within the hierarchy: the higher the position, the smaller the span; the lower, the larger. 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 the increased 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, as defined 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 the 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, 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.
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 the PG Pathshala - https://epgp.inflibnet.ac.in/

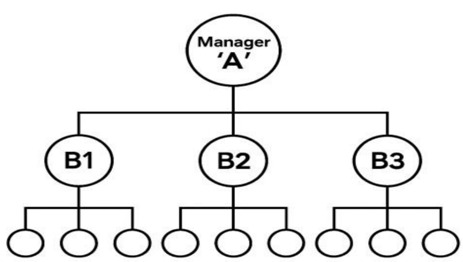
Unit- I

Chapter 3 – D - Unity of Command

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

1. Introduction

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



Unity of Command
by Henri Fayol

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. A good superior-subordinate relationship leads to good industrial relations.
3.1. Helps avoid confusion by establishing 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 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.

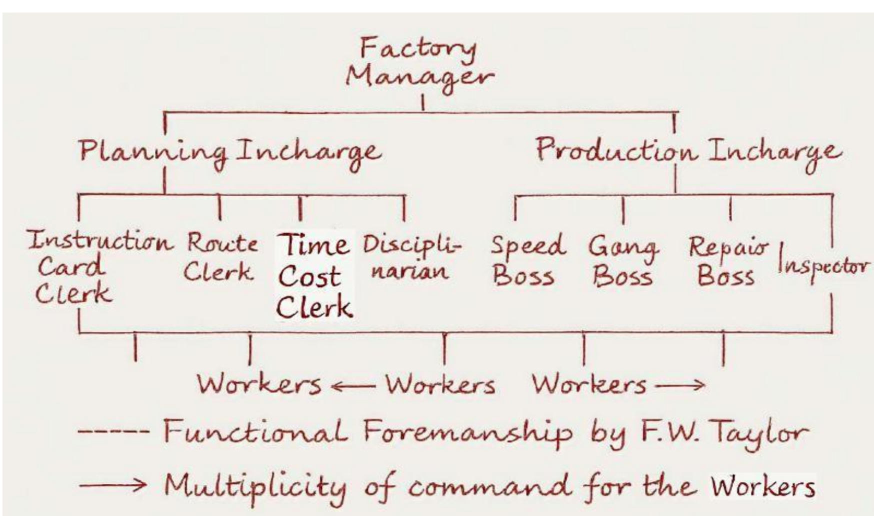
Production Department – The four foremen in the production department are:

i. Speed Boss – Responsible for the 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.



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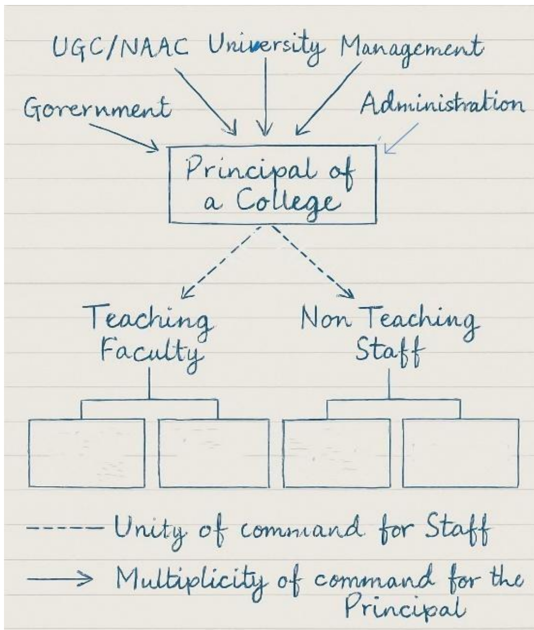
6. Unity of Command in Practice

In today's technology-driven world, it is not possible to practice the principle of Unity of Command in its conventional form due to specialisations and super-specialisations across virtually every field of knowledge. A person may receive orders from several specialised superiors, so the principle of unity of command cannot be practised. If these commands, issued by specialised officials, operate in different areas of operation and do not conflict with each other, they are acceptable and help improve the organisation's functioning. The author wishes to state here that currently, the situation in organisations is as follows:



7. Conclusions

Unity of Command, as defined by Henri Fayol, means 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 the 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.
3. Basu, Rumki. Public Administration Concepts and Theories. New Delhi: Sterling Publishers Private Limited, 1998.
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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 eEgyankosh- http://egyankosh.ac.in/
11. Relevant reading material from ePG 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

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 individuals and groups. Authority attached to different positions in an organisation is determined by the hierarchy and importance of those positions. An official cannot get the work done if he lacks sufficient authority.

2. Definition: Authority

Authority is at the base of all formal organisations. It is a person's right to make a decision and then get the work done by asking others to comply with it. Every person in an organisation who has to get the organisation's work 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, expecting subordinates to accept them. The subordinate accepts such decisions, and they determine his conduct.

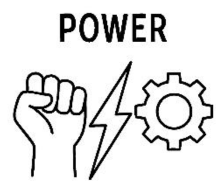
— **Mooney and Reiley:** Authority is the supreme coordinating power.

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, whereas power is informal and refers to the personal influence a person has to 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.

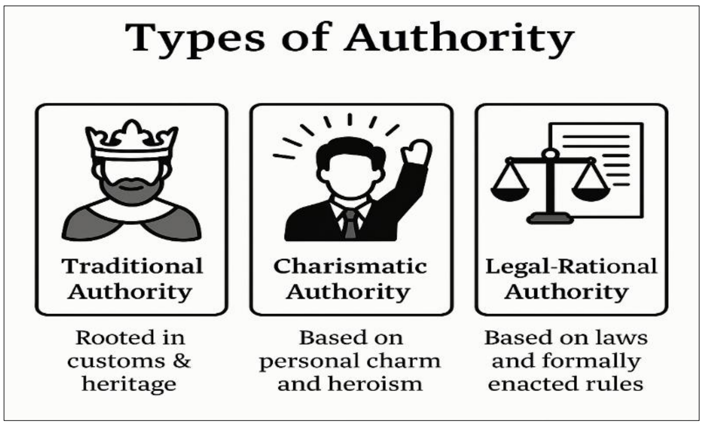
The distinction between Authority and Power is as follows:

Basis	Authority	Power
		
Meaning	Authority is the legal and formal right of an individual in 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.
Location	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
Legitimacy	Authority is legitimate and based on the position within the organisation. Law institutionalises it.	Power based on a person's influence rather than their position in an organisation is not legitimate. It is not recognised by law.
Extent	Authority is well-defined, noticeable and finite.	Power is not defined, noticeable and finite.
Formal/ Informal	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.
Acceptance	A subordinate accepts authority because it is legitimate.	A subordinate accepts power through threat, fear, and coercion.
Delegation	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:** Authority derived from traditions or customs. The leader gains authority through established traditions, and the followers follow the leader as the traditions demand. 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 possesses 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 with differing views onto 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. People, or subordinates, accept the authority of the superior because it is based on law, and they believe in the rightness of the law.

Obedience from the people and subordinates is in accordance with the legally established impersonal order. The administrative staff under this system is called bureaucracy, which Weber considers the most efficient form of organisation.

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

i **Line Authority:** Line Authority is vested in the line agency responsible for achieving the organisation's primary objectives. 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 carry out the organisation's work. 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. The line officer doesn't need 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 maintain and improve the quality and uniformity of functions within 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. Employees or subordinates follow a command out of fear of being castigated or punished, rather than because they accept its legitimacy. The superior may resort to giving negative rewards or physical punishment.

ii. **Normative Authority:** The basis of normative authority is the norms and standards established or prevalent within the organisation or society. It is based on value judgments rather than facts. It is the symbolic rewards that employees receive, based on the organisation's perceived esteem and prestige. It is based on established norms and the people's persuasion. Its method of control is symbolic, such as appeals to put in one's 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 assignments, higher salaries or increments, and/or incentives and perks.

5. Sources of Authority

Authority, as stated earlier, helps an administrator make appropriate decisions and implement them. 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 their authority from various laws and legislative enactments, statutory rules and regulations, and judicial interpretations and precedents. For example, for traffic police officials, traffic-related rules are a source of authority. Similarly, the Motor Vehicles Act grants authority to officials of the Department of Surface (Road) Transport. These laws detail the authority of various officials and their right to command obedience within their respective spheres.

b. **Tradition:** All organisations develop certain norms, precedents and traditions over a period of time—the older the organisations, the more entrenched the norms and traditions developed through socialisation 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 higher officials to exact obedience from subordinates. Subsequently, the members of the organisation give due importance to and recognition of the values, traditions, and codes of their profession. They recognise the role of traditions in helping them achieve an organisation's objectives.

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. Delegation of authority, whether written or oral, entails subsequent responsibility. It also helps reduce the burden on higher officials and trains subordinates for future roles in higher positions. For example, in most government organisations, there are specific documents that authorise the senior officials to delegate their authority to subordinates. In budgeting and other financial transactions, there are clearly defined 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 as genuine and may therefore not be accepted by subordinates.

6. Limits to Authority

Authority is not absolute power, as it has limits under 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 such as the question hour, zero hour, calling attention motion, adjournment, general debates and discussions, and 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 citizen can move the judiciary against misconduct and abuse of authority by government officials and sue the government in court if its administrative officers resort to unlawful actions or abuse of authority. Thus, the 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 the rights of the people by the government functionaries. The press and media highlight many cases of abuse or misuse of authority, as well as financial transgressions. The 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 to provide institutional and legal support to vulnerable people, ensuring 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 government decisions through wider public participation.

e. Lok Pal and Lokayukta: 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 limits on the authority of functionaries at different levels.

g. 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 politicians' misuse of authority.

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* used judiciously, in accordance with due procedure.

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 their position.

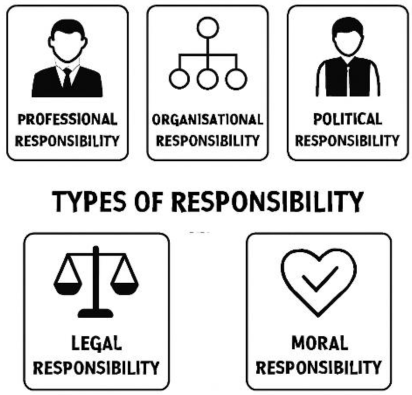
According to G.R. Terry, "Responsibility is the obligation of an individual to carry out the assigned activities to the best of his ability". Authority and responsibility should correspond to each other. Classical theorist Henri Fayol stressed that authority should be commensurate with responsibility.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

An administrator, while granting authority to his subordinates, must also hold them responsible for exercising it 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, but the ultimate responsibility rests with him. Hence, operating responsibility rests with the person (subordinate) exercising the delegated authority, and ultimate responsibility rests with the person (superior) delegating the authority.

8. Types of Responsibility

Administrative responsibility is of the following types:

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



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 equal authority and responsibility.

c. Political Responsibility: The political wing of the government is responsible for developing citizen-oriented policies, setting priorities, and allocating resources for the welfare of the people. A political head of a department, i.e., in India, a Minister, is accountable to the Prime Minister, and both are accountable to the legislature for the performance of their duties. 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. If they do not follow the established laws, rules, and regulations, they are held liable, and action is taken against them. Their actions are subject to the legislative and judicial processes.

e. Moral Responsibility: Moral values such as honesty, integrity, and empathy play an important role in ensuring that the administration remains ethical and free of corruption. The legislature, judiciary, media, and civil society continually insist on upholding 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 coequal; otherwise, a person, due to inadequate responsibility, may abuse his authority, or, if he doesn't have authority, may be unable to get the work done. They are complementary and supplementary to each other. Following are the differences between authority and responsibility.

	Authority	**Responsibility**
Definition	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.
Basis	Legal right to issue orders	Corollary to authority
Location	Authority is as per the position of an official.	Responsibility is as per the given task of a position.
Objective	To make decisions and implement or get them implemented.	To perform the duties as given by the superior.
Dependent on	Formal position as a superior in the superior-subordinate relationship in the organisation. The higher the position, the more the authority.	Formal position as a subordinate in the superior-subordinate relationship in the organisation. The higher the position, the more the responsibility.
Delegation	A superior can delegate authority.	A superior cannot delegate responsibility.
Flow	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 their conduct and performance. An equal amount of responsibility always accompanies authority to ensure that the official does not misuse or abuse it. Authority and Power are sometimes used interchangeably, but power is a person's personal ability to influence another person's behaviour to do things at his bidding. Power is generally based on might, coercion, and the risk of punishment/reprimand, and thus lacks 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 their 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.
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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

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 develop a shared understanding of the overall work situation, the organisation's productivity increases. The term Communication is derived from the Latin word "Communis", which means 'common'. People in organisations need a shared understanding of situations to achieve the 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 that it is a means by which people connect within an organisation to achieve a shared purpose. Communication is fundamental to a shared understanding and effective functioning of the organisation.

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 with planning, decision-making, and other organisational processes. 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 organisation's objectives.

3.2. It helps the organisation's decision-making process by providing information.

3.3. It enables functionaries to systematically share their thoughts with their superiors, thereby improving the organisation's effectiveness.

3.4. It plays an important role in forming highly productive and successful teams by fostering a shared understanding of the issues facing the organisation.

3.5. It helps bring the functionaries closer together so they can discuss plans, policies, goals, and procedures.

3.6. It also enables employees to train and learn from one another, thereby increasing their team's efficiency.

3.7. A shared understanding of the goals and objectives by all involved inspires the team to excel.

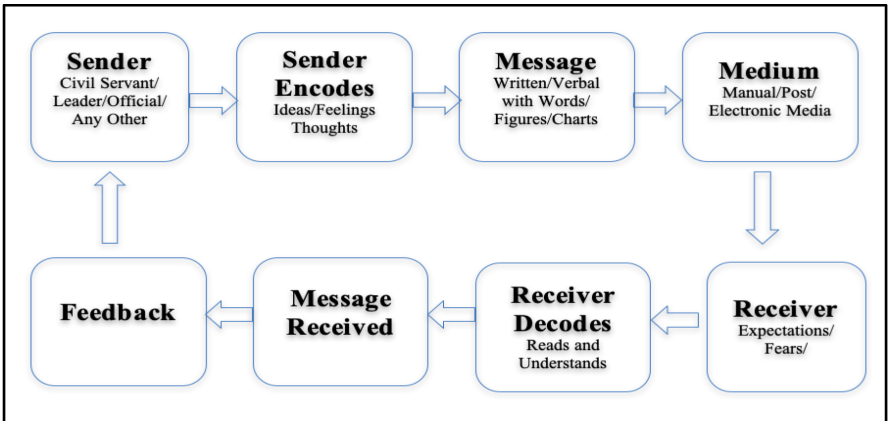
3.8. Shared understanding and effective communication also help raise their motivation and morale.

3.9. It is an important tool not only for planning and coordination but also for supervision.

3.10. It helps foster good interpersonal relations among the members of the organisation.

4. Process of Communication

Communication is an important aspect of organisational functioning. 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 shown in the diagram.



Process of Communication

4.1. Sender: The person who sends 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/commands/information to the Superintendent of Police regarding the maintenance of law and order in 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 ensures he includes all 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, an appropriate medium is selected to send it to the receiver.

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

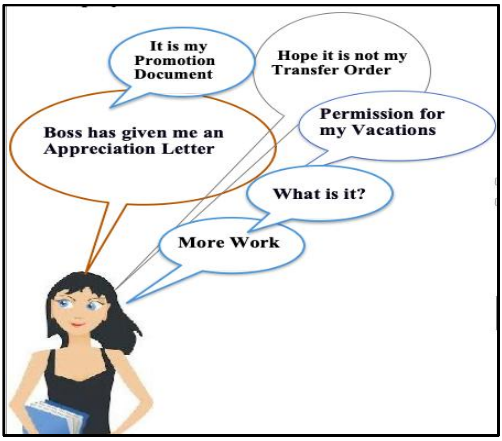
4.4. Medium: An appropriate medium is selected by the sender to send the encoded message to the receiver at the right time. If the wrong medium is selected, the information may either fail to reach or arrive late. Medium to send a message may be a meeting, telephone, electronic device, e-mail, or video conferencing.

Examples:

- Meetings conducted at the higher levels to decide on policies and programmes.
- Message given on the 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 a 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 deciphers it. While decoding the message, the receiver interprets its objectives and intent.

4.7. Message Received: After decoding the message, he reviews it again to understand its true intent.

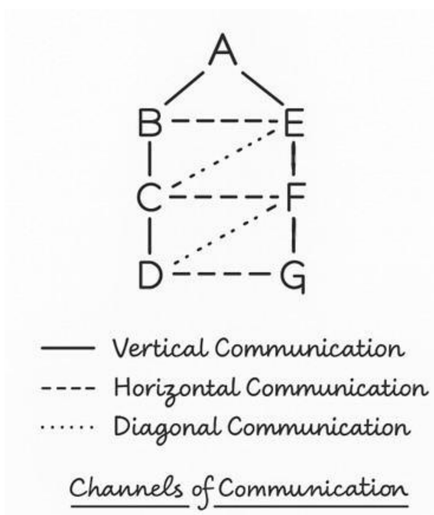
4.8. Feedback: The receiver's response to the message, after understanding its intent, communicates to the sender whether the receiver has understood it. Feedback enables the sender to take the necessary action to improve the organisation's efficiency.

5. Channels/Flow of Communication

Every organisation provides channels through which organisational communication flows to its members across different departments. There are two types of communication channels in organisations – formal and informal. The formal channels of communication act as linkages among the employees and flow along the scalar chain of command. They aim to facilitate the effective, coordinated performance of work. Following are the different channels/types/flow of communication:

5.1. Formal Communication and Informal Communication

Formal channels of communication are official channels used by officials to communicate with members of different departments at various levels. Informal channels of communication are the informal relations among the organisation's functionaries. 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 Downward Communication, from the top to the bottom of the organisation, and

Upward Communication, 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 by which the senior functionaries of the organisation communicate the organisational objectives, including policies, plans, directions, and procedures, to functionaries at different levels in the organisation.

Downward Communication helps top-level functionaries influence the behaviour of lower-level personnel and inspire them to achieve organisational objectives. It also helps administer 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 by which top-level functionaries learn about the effective/ineffective implementation of decisions made at senior levels, the performance of subordinates, and employees' attitudes towards organisational decisions. Upward communication provides information to top-level functionaries, enabling them to make decisions. It also enables senior functionaries to take timely corrective measures when required.

Upward Communication may be distorted due to more hierarchical levels, as each level tends to filter information and may delete important information. Sometimes, seniors may ignore timely information from lower-level functionaries. Sometimes, lower-level functionaries do not transmit unfavourable information to the seniors.

5.2. Lateral/Horizontal Communication: Lateral/Horizontal Communication is a formal channel of communication that occurs between functionaries at the same hierarchical level. Classical theorist Henri Fayol supported this form of communication, discussing 'gangplank' and recommending that functionaries at the same level of the hierarchy 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 of their communications. '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 at two different levels of hierarchy, or between functionaries from different organisational units at different levels within the hierarchy. It helps coordinate and integrate, as well as bypass 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 communication between the superior and the subordinate in which the superior informs the subordinate about a forthcoming change in the rules and regulations, plans, and policies of the organisation. 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 prepare subordinates for changes in advance and earns 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 characterised by exchanges of information among employees and not following any formal channels or rules. Communication, both accurate and inaccurate, travels at great speed among members of informal groups. In informal communication, the source of the information may be unknown or unidentifiable. It provides subordinates with an informal means of expressing their views, attitudes, feelings, etc., about the organisation's functioning.

6. Modes/Methods/Types of Communication

Various modes of organisational communication help convey policies, plans, ideas, directions, and decisions to functionaries 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 in written or electronic form. Benefits of written communication:

i It constitutes the organisation's memory.

ii It is a source of reference not only for current but also for future functionaries, as functionaries may change in due course; hence, oral communication may not stand the test of time.

iii It is accurate, precise, clear and reliable.

Limitations of written communication include:

i It is a time-consuming and expensive activity.

ii It leads to an enormous number of files that require storage over time.

iii The language of the people writing may be unrefined, leading to ambiguous or vague information.

6.2. Verbal or Oral Communication: Verbal/Oral Communication is the face-to-face exchange in meetings, video conferencing, or by telephone.

Benefits of verbal communication:

i It saves time, provides a personal touch and gives immediate feedback.

ii It is more effective because there is a free exchange of ideas, questions, fears, and apprehensions, which can help remove bottlenecks in the organisation's functioning. If the functionaries can express themselves clearly and accurately, it helps promote 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 themselves 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 day-to-day interactions between superiors and subordinates. Feelings and ideas are sometimes better conveyed through gestures or other non-verbal actions. Non-verbal communication includes gestures involving the hands and eyes, the speed of speaking, the pitch of the voice, and posture. Subordinates need to understand the written and oral communication, as well as accompanying gestures, to grasp 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 for presenting reports, training, addressing a large number of employees, and publicising the organisation's work. Understanding is considered enhanced when 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 the bottom or from the bottom to the top, laterally as well as diagonally. There is a possibility of communication distortion, as people at different levels of the hierarchy may have differing perceptions. Following are some barriers to effective communication:

7.1. **Language Barriers:** The language used may be too complex and technical for functionaries at all levels to understand.

7.2. **Information Overload:** The human mind cannot register all incoming information and tends to filter out some it considers unnecessary or irrelevant. At times, essential information may be omitted as communication passes 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 assess the sender's credibility. 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, it may be irrelevant to him or even harm the organisation's interests.

7.6. **Size and Distance:** If an organisation has a large number of personnel spread over a large geographical area, sending timely information to all becomes difficult when done manually.

7.7. **Different Perceptions:** Different perceptions among people due to their educational qualifications, socio-economic backgrounds, and levels within the organisation are very difficult to overcome.

7.8. **Medium:** Selecting an unsuitable medium is a barrier to effective communication.

7.9. **Cultural Barriers:** Organisations have people from different social and cultural backgrounds, which may affect how they receive and interpret information.

7.10. **Interpersonal Relations:** If an organisation does not have good interpersonal relations, the chances of distorted communication increase.

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 target group's language to enable them to comprehend fully.

c. **Timely:** Communication can be made effective if all are concerned to adhere to the given timelines.

d. **Length of the Communication:** The communication should neither be too much nor too little. It should be adequate to retain the attention of the employee/functionary if the amount of information given is more than can be conveyed concisely, with 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 for delivery.

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 by which officials send and receive messages through the scalar chain of command within organisations. Communication must be timely to be effective, so the right mode of communication needs to be chosen.

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 in written or electronic form. Benefits of written communication.
7. **Verbal or Oral Communication:** Verbal/Oral Communication is the face-to-face exchange in meetings, video conferencing, or by telephone.
8. **Non-Verbal Communication:** Non-verbal communication includes gestures involving the hands and eyes, the speed of speaking, the pitch of the voice, and posture. Subordinates need to understand the written and oral communication, as well as accompanying gestures, to grasp 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 used by officials to communicate with members of different departments at various levels. Informal channels of communication are through the personal relationships among the organisation's functionaries.
11. **Vertical Communication:** Vertical Communication is a formal channel that includes both 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 Grapewine.

Long Question

1. Define Communication. Give the 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

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10. Relevant reading material from egyankosh - 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

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 organisation's members to achieve unity of action in the pursuit of common goals. It helps bind all departments and hierarchical levels to achieve the organisation's objectives.

2. Definitions

Coordination is the process of arranging or organising the functionaries of an organisation or its teams so 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 by 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, according to various scholars, is a managerial function that arranges and integrates interdependent units or groups within an organisation to ensure smooth and harmonious functioning. According to Mooney, coordination brings unity of action to achieve common goals.

3. Characteristics of Coordination

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

3.1. **Continuous Process:** Coordination is a continuous process, dynamic in both form and content. It is never-ending and never-complete, and involves periodic monitoring of the activities of different departments to identify and ensure the need for course correction.

3.2. **Managerial Activity:** Coordination is a managerial activity undertaken not only by senior-level functionaries but also at all levels.

3.3. **Integrative Activity:** Coordination helps integrate and unify the efforts of different individuals, groups, or organisations to attain common objectives and work harmoniously.

3.4. **Interdependence of Parts:** It recognises that diversity and interdependence among departments/groups within organisations need to be harmonised.

3.5. **Conflict Resolution:** Coordination helps manage interdepartmental and interpersonal conflicts to ensure the 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 organisation.

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

Basis	**Coordination**	**Cooperation**
Meaning	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 to help each other achieve a common goal.
Organisational/ Individual	It is an organisational effort.	It is due to individual efforts.
Deliberate/ Voluntary	It is a deliberate effort initiated by the management to bring functionaries together to achieve common objectives.	It is a voluntary, collective effort by functionaries to achieve common objectives.
Relationship	It is based on official or formal relationships	It is essentially a result of informal relations among functionaries working in formal organisations.
Scope	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:

3.1. **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 and may produce a wide range of products or provide a range of services to the public. The large size and complexity of an organisation necessitate proper coordination to ensure smooth functioning.

3.2. **Multiple Hierarchical Levels:** Increasing the number and complexity of hierarchies requires more effort to achieve coordination. For instance, Indian Railways has a very large network of offices ranging from national, regional, and state levels to local levels. These offices, arranged in a hierarchical setup, also have office-level hierarchies.

3.3. **Division of Work:** A detailed division of work in this age of specialisation leads to too many specialised units working within their respective departments and ignoring the work of others. Sometimes such units also start functioning at cross purposes with each other. Coordination helps unify their efforts, enabling effective functioning.

3.4. **Organisational Conflicts:** Organisational conflict can occur between colleagues or leaders, leading to a lack of unity and cooperation in the workplace. Conflicts arising from personal reasons also harm the organisation's interests and vitiate the atmosphere. Organisational conflict can lead to decreased productivity, property damage, lower morale, increased stress, and employee turnover. Coordination helps reduce conflict and thereby facilitates the smooth functioning of the organisation.

3.5. **Line-Staff Conflict:** The line agencies perform the organisation's primary functions, while staff agencies assist and advise the chief executive. Line agencies work in the field and are accountable for their work, while staff agencies are advisory bodies. Conflict/difference of opinion often arises between line and staff agencies, as line agencies feel that staff agencies encroach upon their authority. Coordination helps resolve differences of opinion between the Line and Staff agencies to ensure a well-coordinated organisation.

3.6. **Good Industrial Relations:** Good industrial relations between employers, employees, and other functionaries of the organisation facilitate higher-quality output. Good industrial relations also indicate a harmonious working atmosphere in the organisation. Coordination helps usher in good industrial relations between employees and employers. It also helps reduce conflict between them, leading to fewer strikes and dharnas, and less disruption in the functioning of the organisation.

3.7. **Unifying Personal Differences:** People from diverse economic, social and cultural environments work in organisations having different views and perceptions. They may also have differences due to their capacity, capabilities, and approaches to work. Coordination helps unify these differences, ensuring cohesion in their efforts to attain common goals.

3.8. **Interdependence:** An organisation is a system comprising different interrelated and interdependent units/departments; i.e., the effective functioning of one department/unit depends on other departments/units.

Coordination helps interdependent units in an organisation integrate their efforts to ensure the organisation functions smoothly and achieves its goals.

3.9. **Optimum Utilisation of Resources:** Effective coordination is essential for the optimal utilisation of human and material resources in an organisation, as it can prosper only if these resources are used judiciously.

3.10. **Promoting Team Spirit:** Coordination promotes team spirit in the organisation by integrating its functioning, encouraging communication and cooperation, and managing conflict among functionaries working in different departments/units.

4. 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:

3.1. **Vertical Coordination:** Vertical Coordination is the synchronisation of the efforts of functionaries working at different hierarchical levels, i.e., higher, middle, and lower levels. It is also between superiors and subordinates working in the same department of the organisation, i.e., coordination between the manager and his immediate subordinates.

3.2. **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 among managers from different departments, such as production, finance, personnel, etc., *i.e.,* all people at the same hierarchical level.

3.3. **Diagonal Coordination:** Diagonal Coordination occurs between functionaries working in different departments and at different levels to ensure the completion of a task. It helps align strategic, operational, and tactical goals, for example, by coordinating between line and staff agencies and project management offices.

3.4. **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 the harmonisation of activities and efforts between the organisation and its environment. For example, between the organisation and the market, the government, shareholders, and the organisation's environment.

3.5. **Informal Coordination:** Informal Coordination is the process of coordinating 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, the grapevine, and enhanced communication during social events, informal meetings, gossip, and speculation, etc.

4. 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:

4.1. **Clear and well-defined Goals:** Clear and well-defined departmental and organisational goals must be established by the organisation to guide the functioning of its departments. It is one of the first and foremost techniques to affect coordination. After identifying the goals, the management must convey them to all functionaries at all levels.

4.2. **Plans and Policies:** Effective, well-thought-out plans and policies of the organisation help coordinate and unify its various parts. Plans and policies provide clarity and uniformity in the functioning and decision-making processes, thereby fostering coordination.

4.3. **Standardised Procedures:** Standardisation of organisational procedures, policies, and methodologies helps bring uniformity to the organisation's functioning. It also helps unify the organisation by providing well-thought-out, standardised measures and enables the superior to measure their subordinates' performance.

4.4. **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.

4.5. **Authority and Responsibility:** Clearly defined authority and corresponding responsibility at all levels facilitate the use of authority to get the work done. Responsibility attached to a position's authority holds a functionary accountable for their actions. Well-defined and demarcated lines of authority and the corresponding responsibilities are an effective means of achieving coordination.

4.6. **Effective Leadership**: Coordination is a continuous and dynamic process from the planning to the execution stage of a project. A good leader can bring all the functionaries of the organisation along in achieving organisational goals by guiding, motivating, and persuading them to achieve the objectives. Due to his leadership qualities, the leader/superior can be a good coordinator.

4.7. **Effective Supervision**: Effective supervision by superiors at all levels helps bring coordination by enabling effective control over the functioning of the organisation and inspiring the functionaries.

4.8. **Effective Communication**: Clear lines of communication facilitate the free exchange of ideas among the organisation's functionaries. Effective vertical, horizontal, and diagonal communication, as well as informal communication, is facilitated by building trust among members of the organisation and fostering good interpersonal skills, which help create a proper understanding among people. Effective communication helps in bringing coordination within the organisation.

4.9. **Conferences and Committees:** Coordination is not always voluntary; it is achieved through conferences and committees. These devices provide platforms for initiating constructive discussions and finding solutions to the problems confronting the organisation.

4.10. **Participative Decision-Making:** Participative decision-making is an effective tool for coordination, as it induces a sense of belongingness, thereby making organisational decisions their own. It also helps by bringing creativity and innovation to the decision-making process, which leads to their voluntary cooperation in achieving the organisation's objectives.

4.11. **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.

4.12. **Informal Methods:** Sometimes, if formal methods are unable to resolve issues, management/functionaries can also use informal measures to bring coordination within the organisation. Informal measures depend on the informal relations among the people working in the organisations.

4.13. **Capacity Enhancement:** Capacity-building programmes conducted by management for employees from different departments and levels of an organisation help enhance their capabilities and collaborative abilities, fostering a cohesive environment within the organisation.

4.14. **Grievance Redressal:** An unbiased and timely grievance redressal mechanism for resolving grievances of functionaries will help foster cooperation and coordination among different parts of the organisation.

5. Hindrances to Effective Coordination

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

5.1. **Lack of Clearly Defined Objectives:** Vague, ambiguous organisational goals that functionaries do not understand lead to a lack of coordination.

5.2. **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.

5.3. **Lack of Knowledge:** A lack of knowledge of the organisation's institutional aspects, objectives, and procedures by either superiors or subordinates hinders effective coordination.

5.4. **Complex Human Nature:** Complexities of human nature that lead to organisational and interpersonal conflict prevent effective coordination between different units/departments and levels of hierarchy. Diverse cultural and behavioural differences amongst the employees can also create complexities.

5.5. **Indiscipline:** Indiscipline amongst employees leads to reduced cooperation and hinders coordination.

5.6. **Size and Physical Dispersion of the Organisation:** Large size and the organisation's location across different places hamper proper coordination.

5.7. **Uncertain Future:** Uncertainty in the political, administrative, and social landscape within which the organisation operates hinders effective coordination.

5.8. **Lack of Standardised Techniques:** The lack of standardised techniques for carrying out the organisation's work and for coordinating is a major barrier to effective coordination.

5.9. **Personal Bias:** A superior's personal bias, leading to a lack of fair dealing with subordinates, hampers coordination.

5.10. **Lack of Effective Communication:** Ineffective communication of goals**,** objectives, and important decisions to the concerned people hinders coordination.

5.11. **Resistance to Change:** Generally, the functionaries resist adopting new technologies and processes, leading to delays and conflicts within organisations.

5.12. **Scarcity of Resources:** Scarcity of human, material, and financial resources within the organisation affects its functioning and its ability to implement mechanisms/tools and techniques to achieve effective coordination.

6. 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:

6.1. Clear and well-defined goals of the organisation and the departments/units will remove barriers to effective coordination;

6.2. Unambiguous and well-demarcated lines of authority and responsibility;

6.3. Competent, committed and motivating leadership;

6.4. Motivating employees to give their best to achieve organisational goals;

6.5. Nurturing willing cooperation amongst employees of different units and levels;

6.6. Standardisation of systems and procedures;

6.7. Good communication system to ensure free flow of information from top to bottom, bottom to top, horizontal and diagonal directions;

6.8. Capacity building programmes for employees wherein employees of different levels and departments take part;

6.9. Integration of the latest technology in the functioning of the organisation;

6.10. Fair dealing by the seniors towards their subordinates; and

6.11. Participation of the functionaries in the decision-making process.

7. Conclusion

Coordination is the cornerstone of effective organisational functioning. It is not a one-time activity but a continuous, conscious process that ensures harmony among individuals, departments, and levels within an organisation. 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.

8. 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 functionaries coming together voluntarily to help each other 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, middle, and lower levels. It is also between superiors 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 occurs between functionaries working in different departments and at different levels to ensure the completion of a task. It helps align strategic, operational, and tactical goals.
7. **Internal Coordination:** Internal Coordination is the harmonising of the activities and efforts of functionaries working in the same unit/plant/offices of an organisation.
8. **External Coordination:** External Coordination is the harmonisation of activities and efforts between the organisation and its environment.

9. 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.

10. MCQs for Competitive Examinations: https://forms.gle/y4RAve4YXkwQu8rb9

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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8. Relevant reading material from egyankosh - 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

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 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 people within an organisation to come forward to achieve the organisation's objectives voluntarily.
3.2. Leadership is the interpersonal relationship between a leader and their followers. Good relations lead to willing cooperation, while strained relations disrupt 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 sets the organisation's objectives and goals.
4.2. Organising: The leader creates the organisation's structure and makes it operational.
4.3. Planning: The leader sets policies and long- and short-term plans to achieve the organisation's goals.

4.4. Staffing: Scouting for the right man and placing him in an appropriate position.

4.5. Acts as a Catalyst: The 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 coordinates the organisation as a single whole to achieve organisational goals.

4.8. As a Motivator: One of the leader's main roles is to motivate and inspire the organisation's workers/members.

4.9. As a Trainer: The leader acts as a trainer to the members of the organisation. He not only trains new employees but also trains existing employees by updating their knowledge.

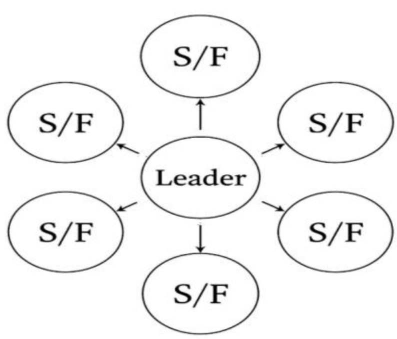
4.10. Friend, Philosopher and Guide: Members of the organisation look towards their leader for assistance and suggestions. He is the workers' friend, philosopher and guide. He helps them perform their work and deal with their issues.

4.11. Providing Security: It is the role of a leader to provide security to their 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 key to a leader/civil servant's success. Leadership studies conducted by Kurt Lewin and his associates at the University of Iowa have identified three leadership styles: Autocratic, Democratic, and Laissez-faire. Brief details of these leadership styles are as follows:

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



S/F – Supporter/Follower

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 subordinates/followers to follow them without question. There is close supervision.

c The leader makes 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 With strict control over 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 question.

b Alienation of the people towards the organisation.

c The organisation's functioning is rigid.

d It lacks two-way communication in the organisation.

5.2. **Democratic Style:** The democratic leadership style is also known as the participative style. In this style of leadership, the leader/civil servant consults with his subordinates/followers when making 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.

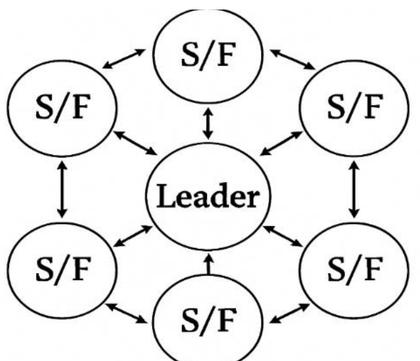
Disadvantages: Following are the disadvantages of the democratic style of leadership:

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.



S/F – Supporter/Follower

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:

a It has decentralisation of authority, enabling subordinates to make decisions within their area of 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 The interpersonal relationships among the followers/subordinates are good.

c The motivation level among followers/subordinates is high.

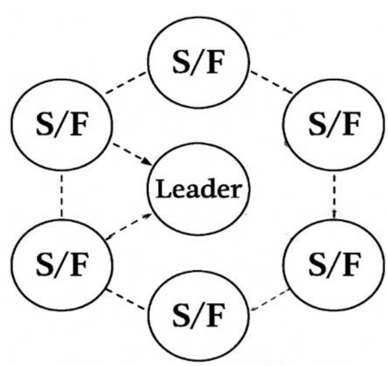
d Subordinates/followers take initiative and are creative in the performance of their work.

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.



S/F – Supporter/Follower

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 leadership style rests on the leader's vision.
b. This leadership style rests on the leader's vision.
c. It inspires team members to be creative and innovative.
d. Leaders/civil servants/officials encourage their followers to take on challenges and think outside 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. The transformational style helps with the personal development of both 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 to depend on the Leader's/civil servant's vision and charisma, and may stop trying to think outside 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. Not everyone may be able to work at the leader's pace, which may lead to stress and burnout for 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 emphasises routine, 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 through a system of rewards and punishments.

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 for monitoring the performance of followers/subordinates exists.

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 leaders to adjust their style according to the situation and/or the 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 required.

d. The focus of this style is on developing followers to a higher level of competence.

e. The leader provides specific instructions and closely supervises the followers' tasks.

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

a. Situational leadership supports the endeavours of team members.

b. It helps nurture and develop the followers' skills and confidence.

c. It helps inspire and motivate followers.

d. It provides a flexible approach to leadership that can be applied in diverse contexts.

e. As the leader adapts to the followers' style, 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 emphasised the leader's role 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 a 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. The organisation has loyal workers and a positive work culture.

c. Better teamwork leads to reduced conflicts.

d. Higher productivity due to loyal workers, fewer conflicts and a 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. The 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 during decision-making, leading to slow, delayed decisions.

c. Such a leadership style is not suitable for dealing with emergencies, in which early and uniform decision-making is required.

d. The leader may lose authority over time and seem weak when making tough decisions.

e. Most of the time, the leader spends time 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 core skills for success. 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 a sense of mission. Terry's list includes: Energy, Emotional Stability, Empathy, Communication Skills, Teaching Ability, Technical Competence, and Personal Motivation. Chester I. Barnard mentions 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 for the organisation's goals and objectives. 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 withstand the rigours and stress of leading the organisation.

6.4. Effective Communication skills: A leader must possess effective communication skills to communicate policies and programmes to workers and take them along by persuading them.

6.5. Knowledge of the work: A leader must have complete knowledge of the work being performed by his unit or organisation so that he can assist and guide his subordinates.

6.6. Human Resource Manager: A leader must know human resource management, as they deal 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 the courage to take risks and shoulder responsibility for them. 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 their subordinates equally. His bias can undermine the organisation's unity.

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 also uses 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 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 qualities such as a strong presence, an aura, extraordinary knowledge, self-confidence, and a strong ability to charm and persuade people through 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 elsewhere. An ambassador is the symbolic leader of a country in another country.
5. **Autocratic Style:** This leadership style, also known as the authoritative or directive style, is characterised by the leader/civil servant retaining most of the authority and control over the group.
6. **Democratic Style:** The democratic style of leadership is also called the participative style. In this style, the leader/civil servant consults with his subordinates/followers when making 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 emphasises routine, 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 the 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.
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9. Relevant reading material from egyankosh - 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

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; it encompasses the dynamic interactions among 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 a strong correlation between governance quality and outcomes such as 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, in which power is used responsibly to advance citizens' welfare. It ensures that decision-making is inclusive, rights are respected, resources are managed prudently, and institutions remain responsive to society's needs and aspirations.

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 societal consensus and that the voices of the poorest and most vulnerable are heard in decision-making on 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 a fair and impartial legal framework guides governance 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 clearly, 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), and service guarantee laws such as 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; the 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, high-quality service delivery 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 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 and 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 and 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:** The use of the Aarogya Setu app, the CoWIN platform, and other 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 officials' relatives, 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 leadership changes, political conflicts, or undue influence by 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 than remote rural regions, leading to 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 such as subsidised housing or employment programs, preventing them from fully benefiting and from 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 persisted for years can hinder 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 judged not solely by administrative efficiency but by its ability to uphold the 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 and 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.

9. 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%202%20020-21.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/

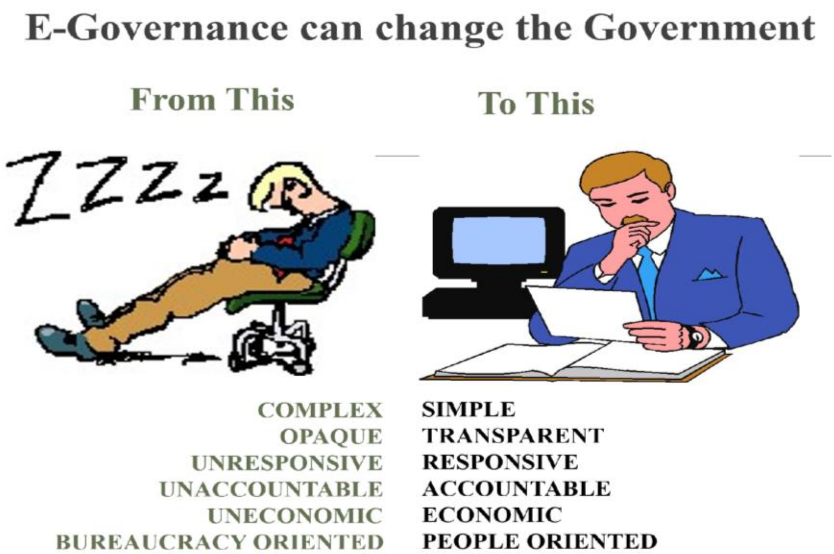
Unit- III

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

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 government processes, 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.



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."

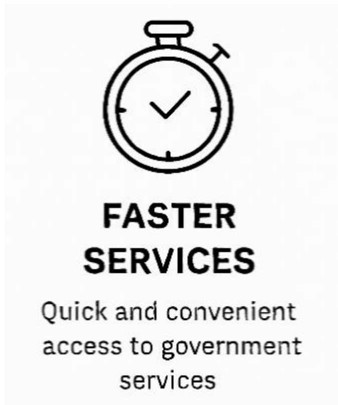
— **UNESCO Definition:** "E-Governance is the public sector's use of information and communication technologies to improve information and service delivery, encouraging citizen participation in decision-making, and making government more accountable, transparent and effective."

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.



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).

3.3.Reduce Corruption and Procedural Delays: By minimising human interaction and shifting to automated systems, e-governance reduces opportunities for corruption and unnecessary delays. When services are delivered online, there is little room for intermediaries 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).

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 workforce 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).

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.

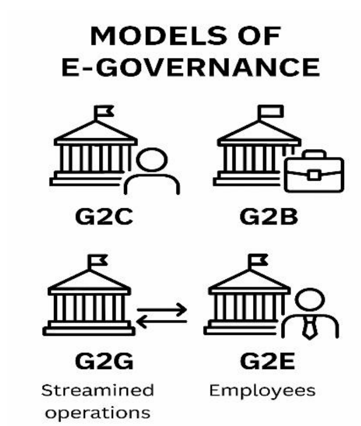
Examples: Digital India initiatives, rural telemedicine portals.

3.6.Empower Citizens through Information and Participation: E-governance empowers people by providing easy access to information on 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, and online utility bill payments.

4.2. Government-to-Business (G2B): The G2B model simplifies interactions 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 date back to the 1970s, when computers were introduced primarily 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 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 e-governance landscape through 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 more evidence-based through 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 benefit most from e-governance, as it provides convenient access to government services at any time, from anywhere. Online platforms reduce the need to 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 streamlining processes and improving reliability. 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, eliminating duplication, and reducing communication delays. 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 faster, paperless process, ensuring smoother government operations. https://services.eoffice.gov.in/

7.1.2. **Evidence-Based and Faster Decision-Making:** Digital databases and real-time analytics empower governments to develop policies based on accurate, evidence-based 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 real-time tracking of fund disbursements, enabling quick, informed decisions on 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 a system in which 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 intermediaries and leakages.

Example: Aadhaar-enabled Direct Benefit Transfer (DBT) has eliminated intermediaries 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, Faster Access to Services: E-Governance enables citizens to access services anytime, 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, such as property registration portals and 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. Increasing transparency 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/

Comparison: Benefits of E-Governance		
Aspect	**For Government**	**For Citizens**
Efficiency	Faster file movement, quicker approvals (e.g., e-Office).	Quick access to services anytime/anywhere (e.g., UMANG app).
Cost Reduction	Saves money by reducing paperwork, postage, and leakage (e.g., DBT system).	Saves travel cost and time by avoiding multiple office visits.
Coordination	Better integration across ministries and departments (e.g., Digital India portals).	Single-window access to multiple services (e.g., DigiLocker).
Transparency & Accountability	Online transactions leave audit trails (e.g., PFMS fund tracking).	Reduced corruption by eliminating middlemen (e.g., online property registration).

Comparison: Benefits of E-Governance		
Aspect	**For Government**	**For Citizens**
Data-Driven Decisions	Reliable digital databases for policy planning (e.g., Aadhaar-linked services).	Access to government data and schemes (e.g., RTI Online).
Inclusiveness	Ensures last-mile service delivery through ICT platforms.	Rural access via Common Service Centres (CSCs).
Service Delivery	Monitors schemes and ensures efficiency in implementation.	Direct benefits through JAM Trinity (Jan Dhan–Aadhaar–Mobile).
Grievance Redressal	Easier monitoring of departmental accountability.	Lodge complaints online (e.g., CPGRAMS) and track resolution.

8. Challenges in E-Governance

6.1. **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 in urban areas, limiting the reach of platforms like UMANG and DigiLocker.

6.2. **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.

6.3. **Cybersecurity and Privacy Issues:** Reliance on digital platforms exposes citizens to risks such as hacking, phishing, and the 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.

6.4. **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.

6.5. **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 such as State Wide Area Networks (SWANs) and State Data Centres (SDCs) under NeGP required large initial investments, which some smaller states struggled to sustain.

6.6. **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 address modern challenges such as cross-border data flows and advanced cybercrimes.

6.7. **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.

7. E-Governance and Good Governance

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

8. Conclusion

E-Governance is not merely a technological innovation but a fundamental paradigm shift in the way governance is conceived and practised. Harnessing the power of Information and Communication Technology (ICT) enhances efficiency, ensures greater transparency, strengthens inclusiveness, and empowers citizens through easy access to information and services. It transforms government processes from rigid, paper-based to 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 require ongoing attention. Overcoming these barriers is essential to unlock the full potential of digital governance.

9. 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 interactions 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:** Reliance on digital platforms exposes citizens to risks such as hacking, phishing, and the 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.

10.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.

11. MCQs for Competitive Examinations: https://forms.gle/ddrK43Mpvg1TNFuQ6

12. Suggested Readings/Additional Resources

1. India Report on Digital Education. Remote Learning Initiatives Across India (2020). https://www.education.gov.in/sites/upload_files/mhrd/files/India_Report_Digital_Education_2.pdf
2. 2nd Administrative Reforms Commission. 11th Report on Promoting E-Governance. 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

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 in response to persistent challenges such as widespread corruption, bureaucratic red tape, lack of transparency, and limited public accountability in governance. Citizens, 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 to improve citizens' access to information. The Committee strongly recommended enacting a law that would enable 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, samples, models, data material held in any electronic form and information relating to any private body which a public authority can assess under any other law for the time being in force.

h. Public Authority means any authority, 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 by, 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 the full list, refer to the Right to Information Act – 2005 - 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 decision-making procedure includes channels of supervision and accountability.

d. The norms it sets for the discharge of its functions.

e. The rules, regulations, instructions, manuals, and records held by it, under its control, or used by its employees in 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 (Sections 8 & 9):** The Act excludes the 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 the investigation
h. The 2019 Amendment introduced changes to the language regarding personal information under Section 8(1)(j), which have raised concerns about an 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, comprising 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 at ₹25,000 total) and recommend disciplinary action.

3.14. Bar on Judicial Interference (Section 23): Civil courts are barred from entertaining suits seeking information, though the High Courts and the Supreme Court retain their powers under constitutional writ jurisdiction.

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:

- Suppose you want your evaluated answer sheet for the B.A. final exam from a university, e.g., 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
- 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. A 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 the 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 students to draft RTI Applications and/or complete an available application form to help them 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 transparent government functioning by allowing citizens to access details on policies, decisions, and public expenditure. Transparency helps reduce confidentiality breaches 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 contract expenses 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

5.2. Accountability of Public Officials: Public officials must 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

5.3. Empowerment of Citizens: The RTI Act empowers individuals by providing the information needed 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/e-governance/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 to light through RTI.

5.5. Efficient Governance: The requirement to disclose information encourages government departments to maintain proper records 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

5.7. **Legal and Civic Awareness:** The Act contributes to spreading 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

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

The Right to Information Act, 2005, is one of the most progressive pieces of legislation in India, granting 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

- Although the Act specifies a 30-day deadline, applications are often delayed.
- Poor file management, multiple application transfers, and a staff shortage slow down the process.
- Appeals to the 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 the use of 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.
- The lack of a comprehensive whistleblower protection mechanism undermines citizens' 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

- The 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 this right to be fully realised, citizens must actively exercise it, 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 ot 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 at ₹25,000 total) and recommend disciplinary action.
6. **Bar on Judicial Interference (Section 23):** Civil courts are barred from entertaining suits seeking information, though the High Courts and the Supreme Court retain their powers under constitutional writ jurisdiction.

11. Short and Long Questions

Short Answer Type Questions

1. Write a note on Right to Information.
2. Write two objectives of the RTI Act of 2005.
3. Give three benefits of the RTI Act of 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 implementation challenges. 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
2. Reports of the 2nd Administrative Reforms Commission: https://darpg.gov.in/en/arc-reports
3. First Report of 2nd Administrative Reforms Commission: Right to Information: The Master Key to Good Governance: https://darpg.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/

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