

Fayol asserts, "It is an error to depart needlessly from the line of authority, but it is an even greater one to keep to it when detriment to the business ensues."

Similarly, Lyndall Urwick observes, "Every organisation must have its scalar chain just as every house must have its drain but it is unnecessary to use this channel frequently as the sole means of communication, as it is unnecessary to pass one's time in the drain."

Due to inherent defects in the hierarchical organisations, the modern administrative thinkers like Chris Argyris have suggested the matrix organisation (also known as fan-like organisation). This form of organisation is free from the rigid superior-subordinate relationships.

Finally, it should be noted here that John Pfiffner and Robert Presthus have studied the impact of computers (information technology) on the hierarchical pyramid of an organization.

## UNITY OF COMMAND

### Meaning

Unity of command means that an employee should receive orders from one superior only. In other words, it means that no employee should be subjected to the orders of more than one superior. Thus, it stands for single boss for each person or mono-command.

### Definition

**Henry Fayol:** "For any action whatsoever, an employee should receive orders from one superior only."

**Pfiffner and Presthus:** "The concept of unity of command requires that every member of an organisation should report to one, and only one leader."

**Dimock and Dimock:** "A corollary of the chain of command is unity of command, the principle that each employee should have only one boss."

### Arguments For

The observance of the concept of unity of command is essential to avoid confusion and manipulation in organisations. Duality or multiplicity of command keeps an employee under confusion and conflicting situation, for instance, 'whom' to follow and 'what' to follow. Further, a subordinate can also evade orders by playing off one superior against another, which undermines the organisational purpose.

Henry Fayol is the most important advocate of the principle of unity of command. He asserted that, "should it be violated, authority is undermined, discipline is in jeopardy, order disturbed and stability threatened... As soon as two superiors wield their authority over the same person or department, uneasiness makes itself felt and should the cause persist, the disorder increases, the malady takes on the appearance of an organism troubled by a foreign body, and the following consequences are to be observed: either the dual command ends in disappearance or elimination of one of the superiors and organic well-being is restored, or else the organism continues to wither away. In no case is there adaptation of the social organism to dual command."

According to Fayol, the following factors result in dual command.

- Dividing up authority between two members
- Imperfect demarcation of departments

- Constant linking up, as between different departments, natural intermeshing of functions, and duties often badly defined

Gulick and Urwick have also supported the principle of unity of command. They believed that, "a man cannot serve two masters." Hence, they concluded that, "well-managed administrative units in the government are almost without exception headed by single administrators."

Gulick explains the importance of this principle, "any rigid adherence to the principle of unity of command may have its absurdities. But they are unimportant in comparison to the certainty of confusion, inefficiency and irresponsibility which arise from the violation of the principle."

## Arguments Against

The concept of unity of command has been opposed by many writers. Seckler-Hudson argues, "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 which require working with, and reporting to many persons for purposes of orderly and effective performance ... the administrator in government has many bosses and he can neglect none of them. From one he may receive policy orders; from another, personnel; from a third, budget; from a fourth, supplies and equipments."

J.D. Millet advocates the theory of 'Dual Supervision' in place of unity of command. He argues that the concept of unity of command needs to be reconciled with the recognition that supervision of any activity may be dual—technical (professional) and administrative. These two types of supervision may be exercised by different individuals. The former may be concerned with the professional competence in the performance of a job, while, the latter may be chiefly interested in the efficient utilisation of men and material resources available for the job. He concludes that "it should be kept in mind that under no circumstance an employee is subject to conflicting commands."

According to Herbert Simon, the principle of unity of command conflicts with the principle of specialisation. He says, "One of the most important uses to which authority is put in an organisation is to bring about specialisation in the work of making decisions, so that each decision is made at the point in the organisation where it can be made most expertly. If an accountant in a school department is subordinate to an educator, then the finance department cannot issue direct orders to him regarding the technical accounting aspects of his work. Similarly, the director of motor vehicles in the public works department will be unable to issue direct orders on care of motor equipment to the fire-truck driver". He continues: "The principle of unity of command is perhaps more defensible if narrowed down to the following: In case two authoritative commands conflict, there should be a single determinate person whom the sub-ordinate is expected to obey, and the sanctions of authority should be applied against the sub-ordinate only to enforce his obedience to that one person."

F.W. Taylor has also rejected the principle of unity of command. In its place, he advocated the concept of 'functional foremanship', under which a worker receives orders from eight supervisors, or functional foremen. This ensures specialisation and expert supervision.

## Factors Affecting

Moreover, the concept of unity of command has been affected by the following two factors which are the result of growing size and complexity of modern organisations,

- (i) Adoption of plural headed bodies like 'boards' and 'commissions' as the heads of administrative agencies as against 'bureaus' (headed by a single individual).
- (ii) Increasing number and growing influence and power of staff and auxiliary agencies which are manned by specialists.

## Other Meanings

In addition to the above, the concept of unity of command is also interpreted in two other ways:

- (i) It means that all the units of an organisation should be integrated or brought under the authority of one head like a President, a Cabinet, a Minister, a Secretary, a Chairman or some other body or officer.
- (ii) It means that the head of the organisation should be a single individual. More elaborately, it means that there should be only one person and not a body of persons at the apex of an organisation, and all lines of authority should be concentrated in his hand.

In the first sense, unity of command is incompatible with the independent or autonomous units of organisations like the public corporations or constitutional bodies in India or the independent regulatory commissions in USA and so on. In the second sense, it is incompatible with Commission type or Board type of organisations like the Election Commission, the Union Public Service Commission, the University Grants Commission, the Railway Board, the Flood Control Board and so on. Hence, the most widely accepted interpretation of unity of command is the one given above.

## SPAN OF CONTROL

### Meaning

The principle of span of control means the number of subordinates or the units of work that an officer can personally direct, control, and supervise. It is also known as 'span of supervision' or 'span of management'.

According to Dimock and Dimock, "The span of control is the number and range of direct, habitual communication contacts between the chief executive of an enterprise and his principal fellow officers."

### Relationship with Hierarchy

There is a close relationship between hierarchy and span of control. That is, the number of levels in a hierarchical (scalar) organisation depends upon the span of control of a superior officer. Narrow (smaller) span of control increases the number of levels in the organisation and thereby creates tall structure. On the other hand, wide (larger) span of control decreases their number and thereby results in a flat structure.

### Views on Limit

The principle of span of control in public administration is related to the concept of 'span of attention' described in psychology by V.A. Graicunus, the French management consultant. This concept says that there is a limit to the number of things one can attend to at the same time. In other words, the span of attention of a human being is limited as there are limits to the range of human capacity and attention. Thus, it follows that there is a limit to the span of control which is nothing but the span of attention applied to the job of supervision of subordinates by the superior.

However, the opinions of various writers differ on the exact limit of span of control.

- Sir Ian Hamilton felt that a supervisor could supervise 3 to 4 subordinates.
- V.A. Graicunus found that a superior can supervise the work of 6 subordinates directly.
- Lyndall Urwick believes that a superior can supervise directly 5 to 6 subordinates at the higher levels, whereas, the span of control varies from 8 to 12 at the lower levels, where the work is more simple and routine.

- Lord Haldane and Graham Wallas felt that a chief executive could supervise 10 to 12 subordinates without being overburdened.
- American Management Association stated that a superior could supervise 9 subordinates.

According to V.A. Graicunus, while the number of subordinates reporting directly to an executive increases arithmetically, the number of potential relationships increases geometrically. This is because supervision is not limited to individual subordinates, but also includes the numerous permutations and combinations of their mutual relationships. The total number of all the relationships to be supervised would be—direct single + crosses + direct group. His theory can be mathematically expressed as  $n(2^n/2 + n - 1)$ , where  $n$  stands for the number of subordinates reporting directly to the supervisor.

Though, there exists no unanimity over laying down a definite number constituting the span of control, there is a general agreement among writers on administration that shorter the span, the greater will be the superior-subordinate contact and in consequence, more effective control, supervision, and direction. However, Seckler-Hudson views differently. He says, "There are dangers inherent in excessively limited span of control, such as, the risk of detailed supervision of the subordinates and the resultant failure to stimulate them or to fully use their capacities. It is possible also that short span of control means long chain of commands."

### Factors Determining

The exact length of span of control depends on the following variable factors:

**Function** It refers to the type/nature of work to be supervised. The span of control is more when the work

According to the Report of Committee on Administration (1972), the span of control is larger in the following cases.

- (i) Energetic, skilled, intelligent, and competent superior
- (ii) Competent, well-trained, and experienced subordinates
- (iii) If the work is routine, repetitive, measurable, and homogenous
- (iv) Well planned work
- (v) Utilising the staff assistance
- (vi) Use of various effective communications
- (vii) Employees working under a single roof

### Idea Under Revision

The whole idea of span of control has changed in the recent times due to the following factors.

- (i) The increasing use of automation and mechanisation in administration
- (ii) The information revolution due to management information system (MIS)
- (iii) The increasing number and growing role of the specialists, technicians and professionals in the civil service

## AUTHORITY AND RESPONSIBILITY

### Authority

Mooney and Reiley described authority as the 'supreme coordinating power' that provides legitimacy to the organisational structure. The defining characteristic of authority is legitimacy, while that of power is coercion. Authority is the legitimate power of the office holder.

There are three sources of authority in public administration, viz.

- (i) Law, that is, constitution, legislative enactments, delegated legislations and judicial decisions
- (ii) Tradition, that is, organisational norms, codes and work habits
- (iii) Delegation, that is, conferment of authority by the higher to the lower levels

According to Millet, administrators need sufficient authority in the following four areas to discharge their duties effectively.

- (i) To decide the objective and purpose of the activities, that is, programme authority
  - (ii) To create and organise the structure needed to execute the programmes efficiently, that is, organisational authority.
  - (iii) To determine budgetary requirements according to the programme goals and priorities, that is, budgetary authority.
  - (iv) To appoint, motivate, appraise and discipline personnel in the organisation, that is, personnel authority.
- Following are the two types of organisation on the basis of distribution of authority.
- (i) *Bureau* type, where administrative authority is vested in a single individual.
  - (ii) *Board and Commission* type, where administrative authority is vested in a group of individuals.

### Theories

There are two theories of authority. One is the positional theory of authority supported by the classical thinkers and the other is the acceptance theory of authority advocated by the behaviouralists.

**Positional Theory of Authority** The positional theory of authority is reflected in the following definitions.

**Max Weber:** "Authority is the willing and unconditional compliance of people, resting upon their belief that it is legitimate for the superior to impose his will on them and illegitimate for them to refuse to obey."

**Henry Fayol:** "Authority is the right to give orders and the power to exact obedience."

Here Weber and Fayol view authority as an attribute of a position in the organisation and not of an individual member. In other words, authority lies with the formal position and whoever occupies it, shall exercise authority and issue orders and commands. It is the duty of the subordinates to obey those orders and commands.

**Acceptance Theory of Authority** Barnard rejected the traditional (classical or positional or formal) theory of authority advocated by Weber and Fayol. He advocated the acceptance theory of authority. According to this theory, the basis of legitimacy of the superior's authority is the *acceptance* lended by the subordinate. A superior can exercise authority only when it is accepted by the subordinate. He defined authority as "the character of a communication (order) in a formal organisation, by virtue of which it is accepted by a contributor or member of the organisation as governing or determining what he does or is not to do, so far as the organisation is concerned."

According to Barnard, a subordinate will accept a communication as authoritative only when the following four conditions simultaneously obtain.

- (i) When he understands the communication (i.e. intelligibility)
- (ii) When it is not inconsistent with the purpose of the organisation
- (iii) When it is compatible with his personal interest as a whole
- (iv) When he is able mentally and physically to comply with it (i.e. feasibility)

Barnard further adds that the acceptance of authority is facilitated by the 'zone of indifference' of individual participant of the organisation. He says that the orders will be accepted by the subordinate so long as they fall within this zone. Hence, the executives should issue only those orders which fall within this zone. The extent of the zone of indifference is determined by the contribution-satisfaction equilibrium.

Like Barnard, Simon also advocated the acceptance theory of authority. He defined authority as "the power to make decisions which guide the actions of another." Further, following Barnard's 'zone of indifference', he presented the 'zone of acceptance'. Simon said that when the superior exercises authority beyond this zone of acceptance, the subordinate disobeys it.

## Types

Max Weber classified authority into three types.

- (i) Traditional authority, based on customs, usages and precedents
- (ii) Charismatic authority, based on exceptional personal traits of the ruler
- (iii) Legalrational authority, based on laws, rules and regulations

Amitai Etzioni gave the following three-fold classification of authority.

- (i) Coercive authority, based on the fear of punishment like negative rewards, physical threats, and so on.
- (ii) Normative authority, based on allocation and manipulation of symbolic rewards.
- (iii) Utilitarian authority, based on granting material rewards that are acceptable to or desired by the subordinates. Hence, it is also known as reward authority.

Authority is also classified into the following three types.

- (i) Line authority, which is concerned with the achievement of organisational goals
- (ii) Staff authority, which is concerned with advising the line in accomplishing the goals of organisation
- (iii) Functional authority, which lies in the job to be performed and thus cuts across the chain of command

## Responsibility

Responsibility denotes an obligation of an individual to carry out his duties. G.R. Terry says, "Responsibility is the obligation of a person to achieve the results mutually determined by means of participation by his superiors and himself." It is different from accountability, which denotes answerability to the superiors regarding completion of the job in accordance with the directions.

Responsibility is of two types, *viz. operating responsibility* and *ultimate responsibility*. The former can be delegated to the subordinates, while the latter cannot be delegated.

According to Fayol, authority and responsibility are inter-related and commensurate. In his words, "Authority is not to be conceived of apart from responsibility, that is, apart from sanction—reward or penalty—which goes with the exercise of power. Responsibility is a corollary of authority, it is its natural consequence and an essential counterpart, and wheresoever authority is exercised responsibility arises."

Similarly, Urwick said "to hold a group or individual accountable for activities of any kind without assigning to him or them the necessary authority to discharge, that responsibility is manifestly both unsatisfactory and inequitable. It is of great importance to smooth working that at all levels authority and responsibility should be coterminous and coequal." This is what he called the 'principle of correspondence'.

In administrative process, responsibility is of three kinds, that is, political, institutional and professional.

Political responsibility denotes the responsibility of the executive to the legislature which is, in turn, responsible to the people.

Institutional responsibility denotes the responsibility of the administrative agency towards public welfare, that is, being responsive to the public interest.

Professional responsibility denotes the responsibility of the civil service to the professional standards and ethics and codes of conduct. It is also known as ethical responsibility.

## COORDINATION

Coordination is an essential part of administration. According to Mooney, "Coordination is the first principle of organisation and includes within itself all other principles which are subordinate to it and through which it operates."

However, coordination is only a means and not an end in itself. Newman says, "It (coordination) is not a separate activity but a condition that should permeate all phases of administration."

### Meaning

Coordination has both positive and negative connotations. Positively, it means bringing about cooperation and team work among the persons and units of an organisation. Negatively, it means removing conflicts, inconsistencies, friction, overlapping, and working at cross purposes among persons or units of an organisation.

### Definition

**W.H. Newman:** "Coordination is the orderly synchronization of efforts to provide the proper amount, timing and directing of execution resulting in harmonious and unified actions to a stated objective."

**G.R. Terry:** "Coordination is the adjustment of the parts to each other and of the movement and operation of parts in time so that each can make its maximum contribution to the product of the whole."

**L.D. White:** "Coordination is a process causing disjunct elements to a concentration on a complex of forces and influence which cause the mutually independent elements to act together."

**J.C. Charlesworth:** "Coordination is the integration of several parts into an orderly whole to achieve the purpose of the undertaking."

**J.D. Mooney:** "Coordination is the orderly arrangement of group effort, to provide unity of action in the pursuit of a common purpose."

**Seckler-Hudson:** "Coordination is the all important duty of inter-relating the various parts of the work."

The above definitions make it clear that coordination is much more than cooperation. According to Terry, "coordination is synchronization of efforts" while "cooperation is the collective action of one person with another or others towards a common goal."

## Types

Coordination is classified as:

**Internal and External** Internal coordination deals with coordinating the individual activities of persons working in an organisation. It is also known as functional coordination. External coordination deals with coordinating the activities of various organisational units. It is also known as structural coordination.

**Horizontal and Perpendicular** Horizontal coordination deals with the coordination between one section and another, one branch and another, one division and another or one department and another. Perpendicular coordination deals with the coordination between an officer and his employee, a branch and a division, and a division and a department.

**Procedural and Substantive** This typology is given by Herbert A. Simon. Procedural coordination is exemplified by the structure of the organisation itself that defines the pattern of formal relations among its members. The substantive coordination, on the other hand, is concerned with the content of the activities of the organisation.

## Importance

Coordination is essential for smooth and successful functioning of organisation due to the following reasons.

- (i) To avoid conflicts and duplication of work in the functioning of organisation. This ensures economy of expenditure.
- (ii) To curtail the tendency among employees to attach too much significance to their own work and de-emphasise others' work.
- (iii) To prevent the tendency of 'empire-building', that is, expansion of one's own activities to gain more power.
- (iv) To check the narrow perspective of specialists who engage in different and specific aspects of work.
- (v) To meet the requirements of growing number of organisational units.



## Techniques

Following are the techniques or means of coordination.

- (i) Planning (the most important means of coordination)
- (ii) Institutional devices or organisational devices like inter-departmental meetings, conferences, committees, staff units, coordinating officers, and so on.
- (iii) Standardisation of procedures and methods like forms, manuals, regulations
- (iv) Centralised house-keeping agencies like Director-General of Supplies, Central Public Works Department, and so on
- (v) Verbal and written communications
- (vi) Inculcation of institutional spirit among the employees
- (vii) Consultations, references and clearance, like with Finance Ministry
- (viii) Organisational hierarchy or scalar chain which, according to Mooney, constitutes the universal process of coordination
- (ix) In addition to the above formal means, there are various informal means of coordination like personal contacts, dinners, cocktail parties, party system, and others.

## Theoretical Contributions

**Luther Gulick** He felt that coordination becomes mandatory when sub-division of work is inescapable. According to him, coordination means interrelating the various parts of the work. He opined that size and time are the great limiting factors in the development of coordination. Hence, he stated that "coordination is not something that develops by accident. It must be won by intelligent, vigorous, persistent and organised effort." The following are Gulick's two primary ways of achieving coordination.

- (i) Organisation, that is, interrelating the parts of work through organisational hierarchy.
- (ii) Dominance of an idea, that is, development of a common objective in the minds of the people working together in the organisation.

**M.P. Follet** She viewed coordination as the core of management. According to her, coordination means "harmonious ordering of parts". She emphasised the following four facets of coordination.

- (i) Coordination as the reciprocal relating of all factors in a situation and taking into account also the inter-relationships themselves.
- (ii) Coordination by direct contact irrespective of one's position in organisational hierarchy.
- (iii) Coordination in the early stages, that is, involving the concerned people in the policy-making stage itself.
- (iv) Coordination as a continuing process, that is, from planning to activity, and from activity to further planning.

**J.D. Thompson** He identified the following three kinds of interdependencies in organisation.

- (i) Pooled interdependence, that is, an organisation, according to Thompson, may have various fairly autonomous units but the entire organisational functioning depends on the overall performance of such units.
- (ii) Sequential interdependence, that is, the units of an organisation are organised in such a way that the output of one unit become the input for the second unit.
- (iii) Reciprocal interdependence, that is, the units of an organisation are so organised that the outputs of each unit become inputs for the other units.



## ROLE OF CIVIL SOCIETY

The term 'Civil Society' has come to enjoy much political, administrative, and intellectual currency in recent years. However, it has a fairly long history.

Traditionally, the two terms 'State' and 'Civil Society' were used inter-changeably and treated synonymously. This trend continued till the eighteenth century.

G.W.F. Hegel was the first political philosopher who separated and differentiated Civil Society from State. He was followed by Karl Marx and Fredrick Engels in the nineteenth century. In the twentieth century, Antonio Gramsci analysed the concept of Civil Society.

### Definition

**Jeffrey Alexander:** "Civil Society is an inclusive, umbrella-like concept referring to a plethora of institutions outside the state".

**Niraja Gopal Jayal:** "Civil Society covers all forms of voluntary association and social interaction not controlled by the state."

**S.K. Das:** "Civil Society is the organised Society over which the state rules."

**George Huggins:** "Civil Society is a social space, distinct from the state and business sectors but having a, sometimes tense, corelationship with that state, functioning through association".

**Susanne Hoerber Rudolph:** "Civil Society is defined variously by different theorists, but a minimal definition would include the idea of a non-state autonomous sphere; empowerment of citizens; trust-building associational life; interaction with, rather than subordination to the State".

**Larry Diamond:** "Civil society represents the realm of an organized social life that is voluntary, self-generating, largely self-supporting, and bound by a legal order or set of shared values".

### Features

Features of the Civil Society are:

1. It refers to non-state institutions.
2. It covers a large space in society.
3. It refers to the organised society.
4. It covers groups which are intermediate between the state (political society) and the family (natural society).
5. It, though autonomous, is subject to the authority of state.
6. It implies the existence of freedom of association, freedom of thought and other civil and economic rights.
7. It is in pursuit of common public good.
8. It opposes authoritarianism and totalitarianism.
9. It promotes citizenship by educating the individual.
10. It facilitates citizens' participation in the politico-administrative affairs.
11. It formulates public opinion and sets the demands which are general in nature.
12. Its important attribute is voluntarism, not coercion.
13. It advocates pluralism to reduce the domination of the state.
14. It serves as a moral referent in the community value system.



John Keane, the British theorist, summarises the current positive thinking about Civil Society as: "The emerging consensus that Civil Society is a realm of freedom correctly highlights its basic value as a condition of democracy; where there is no Civil Society there cannot be citizens with capacities to choose their identities, entitlements and duties within a political-legal framework."

Larry Diamond observed: "Democracy—in particular, a healthy liberal democracy—requires a public that is organised for democracy, socialised to its norms and values, and committed not just to its myriad narrow interests but to larger, common, civic ends. Such a civil public is only possible with a vibrant civil society."

## Components

The organisations and groups included under the umbrella concept of Civil Society are:

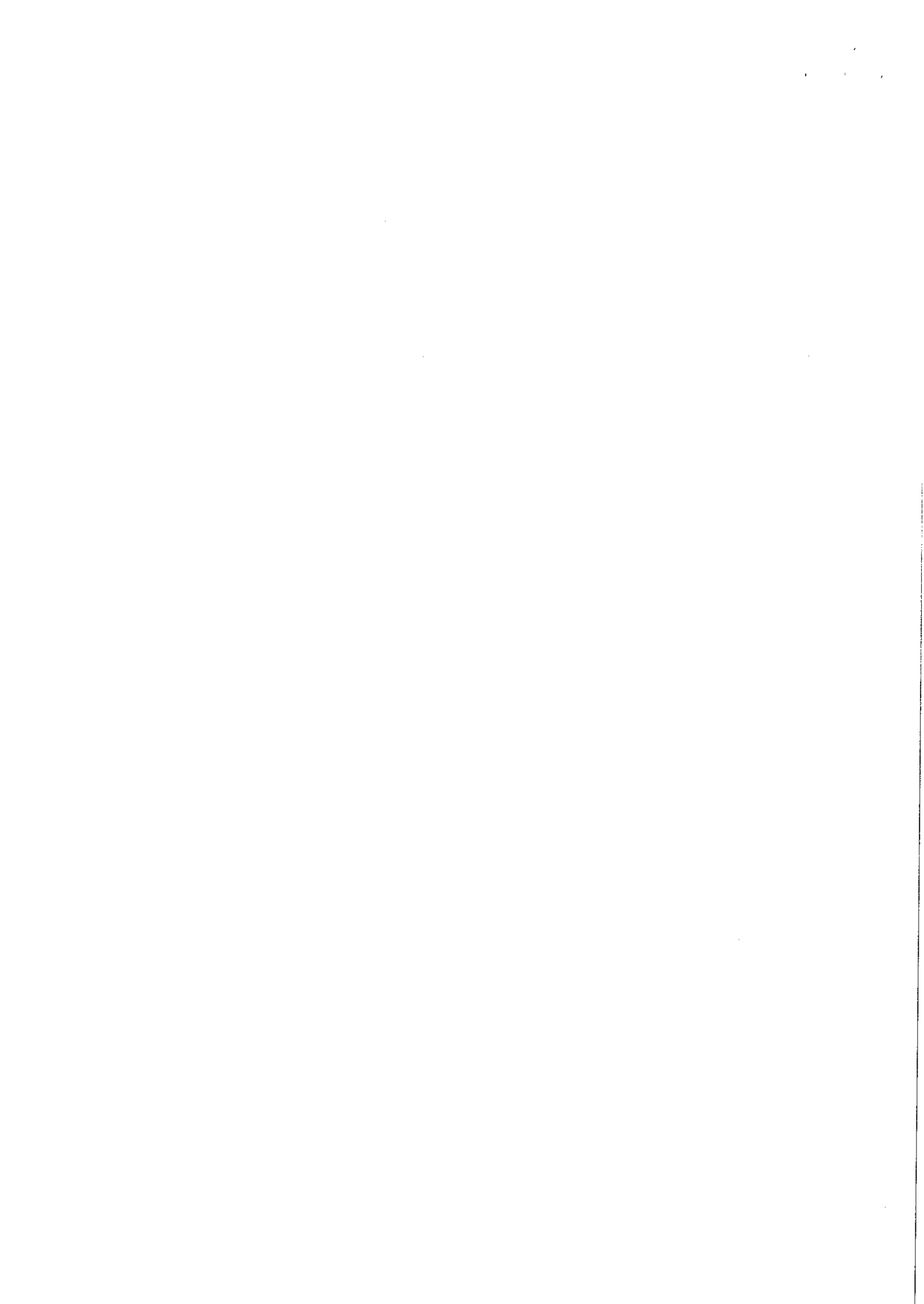
1. Non-governmental organisations,
2. Community-based organisations,
3. Indigeneous people's organisations,
4. Trade Unions,
5. Farmer's organisations,
6. Cooperatives,
7. Religious associations,
8. Youth groups,
9. Women's groups, and
10. Other similarly organised groups.

In USA, the Civil Society is highly developed, while in India, it is fast growing since the 1970s. In the words of Niraja Gopal Jayal, "with regard to India, it has been argued that Civil Society, in the sense of opposition to the State, is developed, while Civil Society, in the sense of associational groups, is not".

Neera Chandhoke observed, "Civil Society in India is seen by most theorists as a fluid association of social groupings which are based on caste and kinship linkages or on religious mobilisation as much as on voluntary social associations".

Rajesh Tandon has classified Civil Society associations in India into five categories:

1. Traditional associations based on caste, tribe or ethnicity.
2. Religious associations like Ramakrishna Mission, Islamic Institutions, etc.
3. Social movements of several types, viz.,
  - (a) movements focusing on the needs of a particular group like women or tribals;
  - (b) movements to reform social evils like dowry or liquor;
  - (c) movements to protest against displacements due to developments; and
  - (d) movements focussing on governance like civil liberties campaigns or anti-corruption campaigns.
4. Membership associations of different types, viz.,
  - (a) Representational like trade unions, peasants organisations and so on.
  - (b) Professional like associations of lawyers, doctors, etc.
  - (c) Socio-cultural like sports clubs, recreational clubs and so forth.
  - (d) Self-help like ward committees in cities or community-based organisations in villages.
5. Intermediary associations of different types, viz.,
  - (a) Service delivery like schools, homes for destitutes and so on.
  - (b) Mobilisational which help organise marginalised sections to demand their own rights.
  - (c) Supportive which provide support to other community-based associations.
  - (d) Philanthropic like Child Relief and You (CRY), Rajiv Gandhi Foundation, and so forth.



- (e) Advocacy which explicitly advocate a particular cause.
- (f) Network which extend collective voice and strength like Association of Voluntary Agencies in Rural Development (AVARD).

## Role

The Civil Society Organisations (Voluntary or non-governmental organisations) play an important role in the welfare and development administration. The various dimensions of their role are:

1. They organise and mobilise the poor for socio-economic development.
2. They disseminate information and make the people aware of various schemes, programmes, and projects initiated by the Government for their betterment.
3. They facilitate the people's participation in administrative process.
4. They make the administrative machinery more responsive to the needs and aspirations of the people.
5. They impose a community system of accountability on the functioning of administrative machinery at lower levels. Thus, they reduce the scope for corruption.
6. They help the administrative machinery in identifying the target groups.
7. They facilitate the usage of local resources for local development and thus make the communities self-reliant.
8. They create political consciousness among the people by discussing various political issues.
9. They act as the watch-dogs of the public interest.
10. They strengthen the principle of self-help.

However, it must be mentioned here that the role of voluntary agencies lies in supplementing the efforts of government and not competing with it.

Milton Esman identified four agencies of development viz., political system, administrative system, mass media, and voluntary organisations. He felt that the involvement of voluntary agencies in the developmental process has three merits, that is, a sense of solidarity, participation in decision-making, and opportunity to interact with agencies of development including government.

According to Raj Krishna, an eminent economist and a former member of the planning commission, the voluntary agencies are superior to government agencies in three aspects:

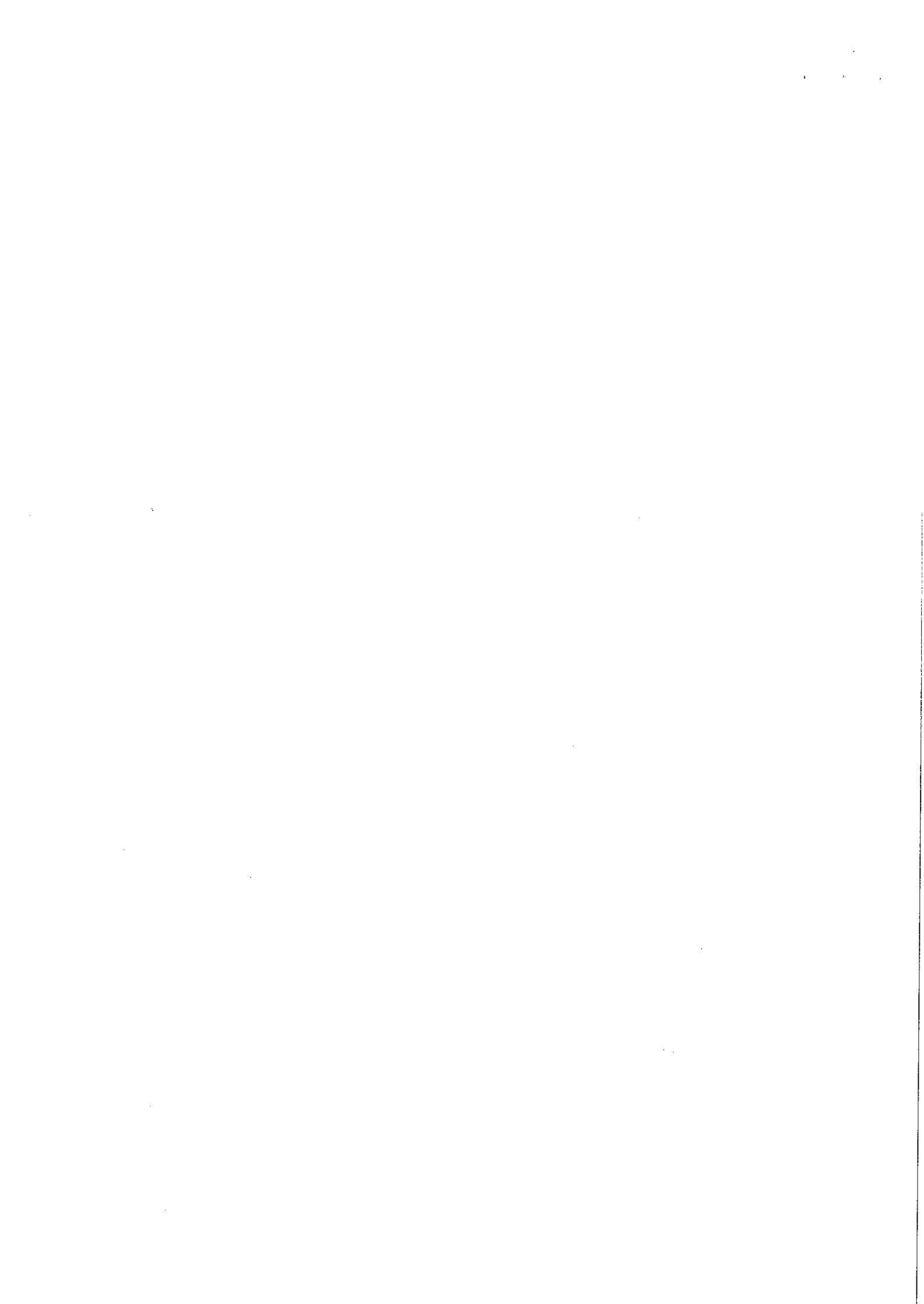
- (a) their workers can be more sincerely devoted to the task of reducing the sufferings of the poor than government staff,
- (b) they can have a better rapport with the rural poor than government staff, and
- (c) they can operate with greater flexibility as they are not bound by rigid bureaucratic rules and procedures.

L.M. Prasad adds two more points: (a) their efforts are more economical than the government agencies, and (b) they can motivate more public participation in development efforts than government agencies.

## Limitations

However, the voluntary agencies are met with various limitations:

1. Lack of sufficient financial resources.
2. Lack of trained and professional workers.
3. Bureaucratic non-cooperation and even resistance.
4. Inadequate information base.
5. Limited functional perspective (not holistic approach).
6. Political interference and influence.
7. Resistance from local landlords, money-lenders and the like.
8. Diverse socio-economic environment like casteism, communalism, poverty and so on.





Assessing the relative merits and demerits of voluntary sector, the World Development Report of 1998 observed, "The voluntary sector not only brings its own strengths to the table, but also its own weakness. It does a lot of good work in increasing public awareness, voicing citizens' concerns, and delivering services. Local self-help organizations are sometimes the preferred providers of local public goods and services because of their closeness to local concerns. But their concern is often for certain religious or ethnic groups and not the society as a whole. Their accountability is limited and their resources are often constrained."

## PEOPLE'S PARTICIPATION

People's participation means participation of people in the administrative process. It implies citizens' control over administration or public influence on administration. It is essential for the smooth and effective performance of the administrative machinery. It makes the administration responsive to the needs of people. It secures public support to the government policies and makes them a success. It constitutes an important means of enforcing administrative accountability.

A democratic government is based on the 'doctrine of popular sovereignty' which means that the people are supreme in a democracy, or the final authority in democracy is vested in the people. Therefore, administration in democracy is or should finally and ultimately be responsible to the people. It is in this context that the people's participation in administration assumes importance. It transfers the representative democracy into participatory democracy. It facilitates what is known as 'bottom-up rule'.

The people's participation in administration can be studied under two heads—participation in general administration and participation in development administration.

### I. Participation in General Administration

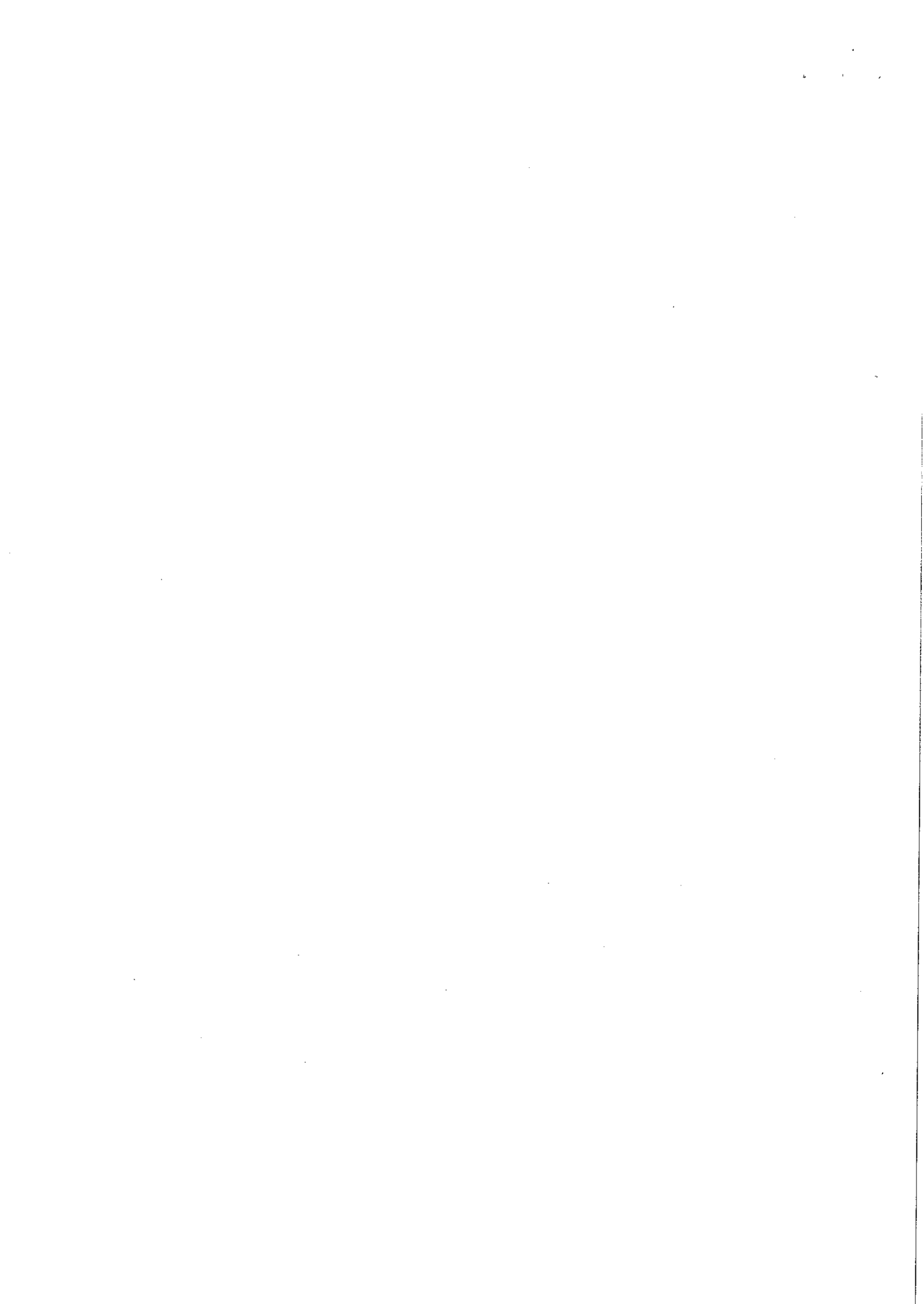
The people, being ignorant and unorganised, cannot generally have a definite and regular influence on administration. Hence, the public influence on administrative process is mainly indirect and informal. However, there are certain formal modes of people's participation in administration. They are:

**1. Election** The representative democracy is classified in two kinds, namely, the Presidential Government and the Parliamentary Government. In the Presidential Government prevalent in the USA, the President is directly elected by the people. He is the Chief Executive enjoying all powers of the executive organ of government. He is not responsible to the Legislature (i.e., Congress) but to the people ultimately. Thus, popular control over Chief Executive in a presidential government like USA is direct.

In the Parliamentary Government prevalent in Britain and India, the real executive (i.e., Cabinet) is drawn from the legislature and remains responsible to it for its policies and actions. The legislature in Britain and India is responsible to the people. Thus the popular control over the executive in a parliamentary government is indirect as it is exercised through the elected Parliament.

In a democracy whether presidential or parliamentary, when the government becomes unresponsive, corrupt, irresponsible and inefficient, it can be removed from office by means of periodic elections. Elections are the medium of expression of people's confidence in the popular government.

**2. Recall** It is a direct democratic device. It is used in Switzerland and thirteen states of USA where administrative officials are directly elected by the people. The system of recall enables the people to remove the elected official from office before the expiry of his tenure, when he fails to represent their will. In other words, the official has to vacate office before the completion of his tenure, if he is defeated in a recall poll. The device of recall can be used when the people are not satisfied with the performance of the elected official.



while in office and it does not require any charges of illegal actions. The chief merit of recall is that it enables the people to hold their public officials continuously responsible for their professional role and duties.

**3. Pressure Groups** The term 'Pressure Group' originated in USA. It is a group of people who are organised actively for the purpose of promoting their common interest. Some examples of such groups are voluntary agencies, trade unions, employment associations, professional associations, student unions and so forth. These groups are also called as interest groups or vested groups. They exert pressure on the administration to promote their objectives. They influence the policy-making and policy-implementation in government through legal and legitimate methods like publicity, propagandising, petitioning, public debating, maintaining contacts with their legislators and so forth. They act as a liaison between the administration and their members. However, some times they resort to illegitimate and illegal methods like strikes, violent activities and corruption which damages public interest and administrative integrity.

**4. Advisory Committees** These are also called as Advisory Councils or Boards. They are attached to the administrative system at all levels from top to bottom. They consist of expert citizens and representatives of the special interests. They act as a link between the administration and the public and provide advise to the government on administrative policies, problems and procedures. The recommendations made by these agencies are only advisory in nature and are not binding on the department to which they are attached. However, they act as an effective instrument of the department's public relations and make administration democratic in character.

**5. Public Opinion** Unlike the above formal modes, public opinion is an informal mode of people's participation in administration. Public opinion is the opinion of people in relation to the government policies and actions. It is expressed through various agencies like press, public platform, political parties, radio, television, cinema, pressure groups, educational institutions and so on. Of these, independent press is the most effective agency of public opinion. It is described as the "fourth estate" of democracy.

The importance of public opinion as a mode of people's participation in administration is highlighted by the following points:

- (i) It influences the policies and programmes of the government.
- (ii) It keeps the administration responsive and acts as a watchdog on it.
- (iii) It acts as a source of laws and facilitates their successful implementation.
- (iv) It safeguards individual liberty by keeping a check on unpopular and undemocratic activities of the government.

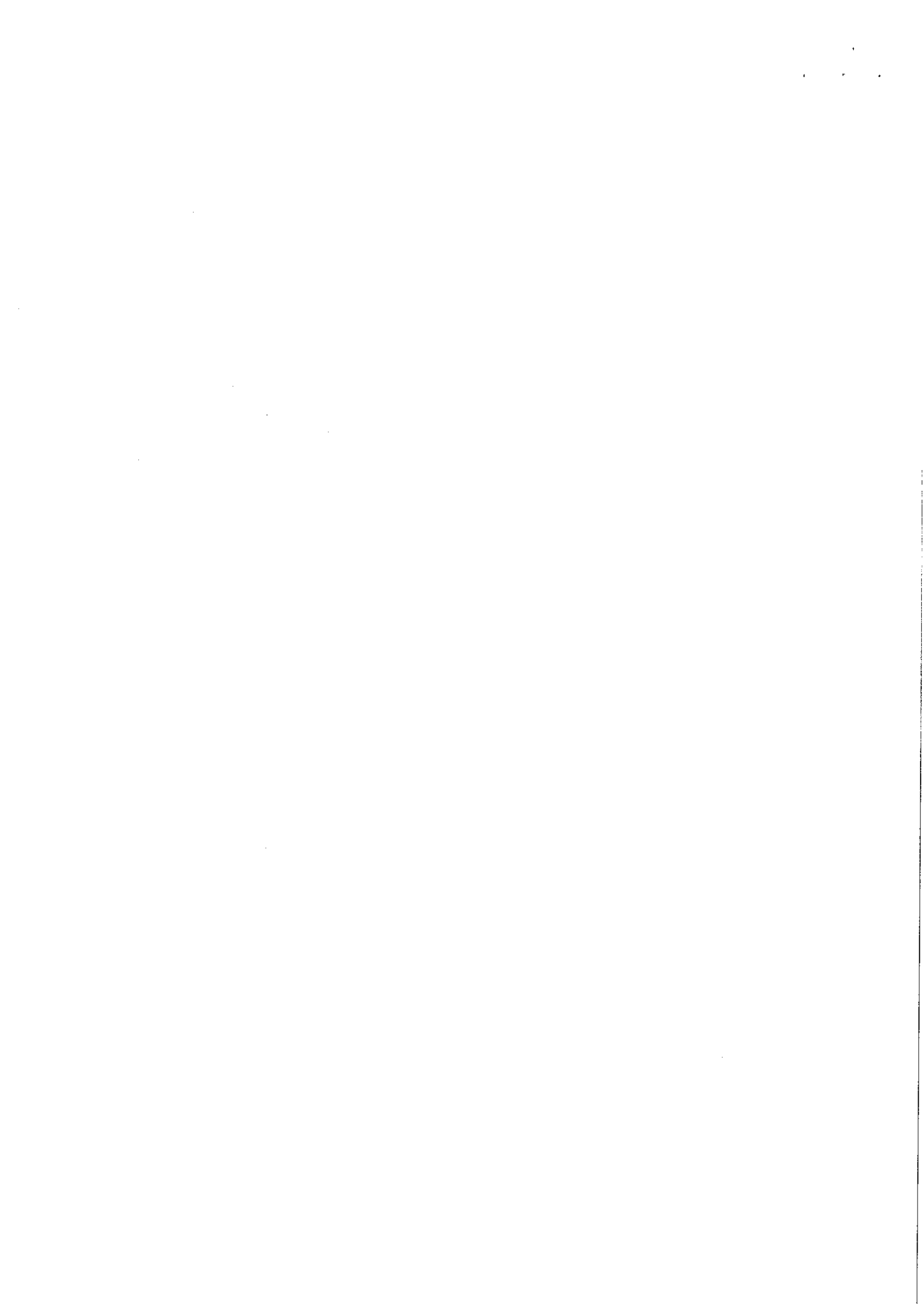
## II. Participation in Development Administration

People's participation in development administration means the direct involvement of people in the process of administering development programmes meant for bringing about socio-economic changes in the society.

It embraces the following dimensions:

- (i) Participation in decision-making.
- (ii) Participation in implementation.
- (iii) Participation in monitoring and evaluation.
- (iv) Participation in sharing benefits.

Development in development administration through various mechanisms like Panchayati Raj, cooperative service societies, yuvak kendras and other



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

However, various factors limit the degree and effectiveness of people's participation in administration, particularly in development administration. They are:

- (i) Aristocratic and mechanical bureaucracy.
- (ii) Unfavourable socio-economic environment like casteism, communalism, poverty, illiteracy and so on.
- (iii) Negative political interference.
- (iv) Time constraints, that is, time-bound nature of programmes.
- (v) Role of middlemen and sycophants.
- (vi) Corruption and low standards of conduct in administration.
- (vii) Faulty administrative procedures.
- (viii) Lack of participative culture.

## RIGHT TO INFORMATION

### Meaning

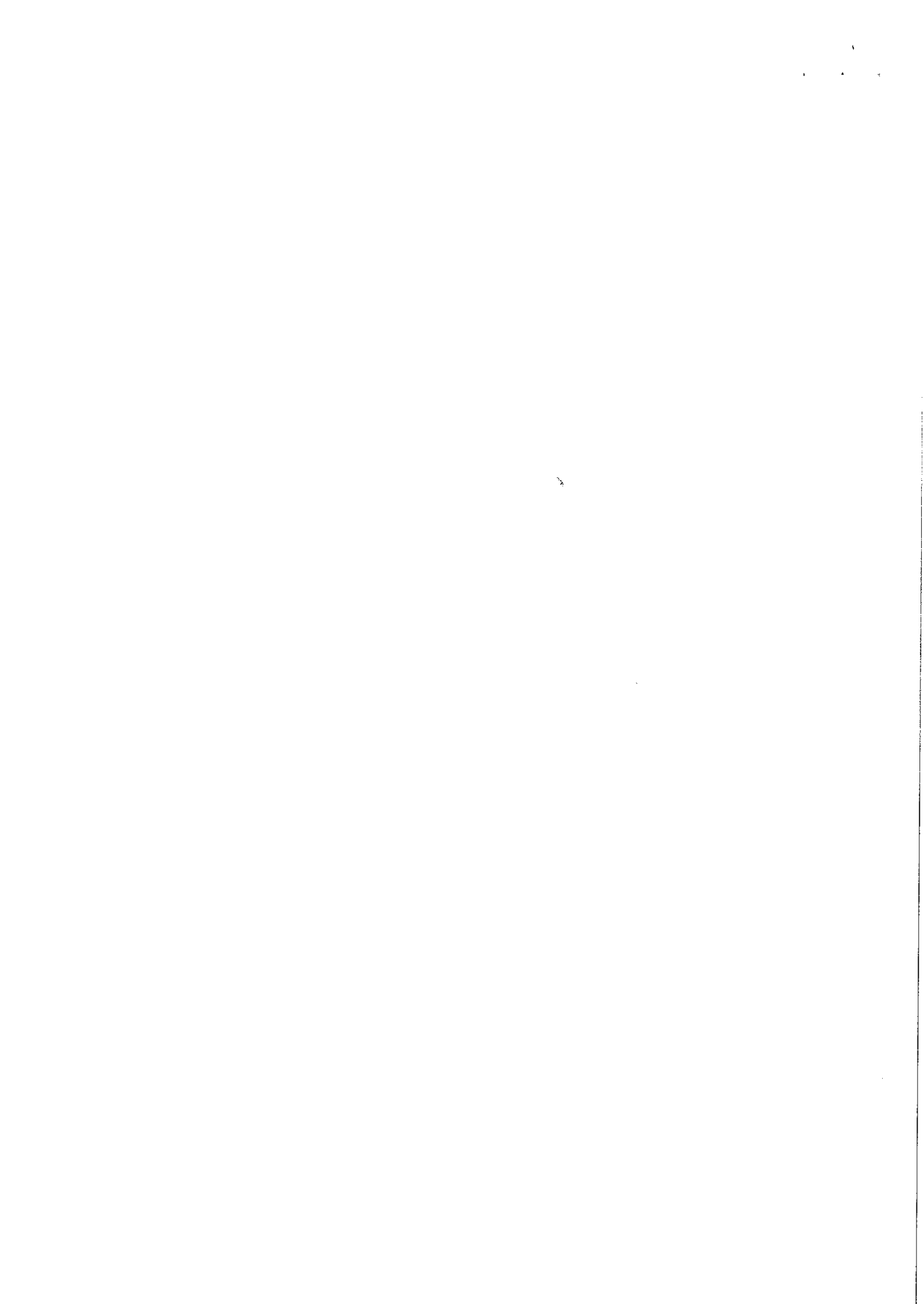
Right to Information means the freedom of people to have access to government information. It implies that the citizens and non-governmental organisations should enjoy a reasonably free access to all files and documents pertaining to the governmental operations, decisions, and performance. In other words, it means openness and transparency in the functioning of government. Thus, it is antithetical to secrecy in public administration.

As rightly observed by Paras Kuhad, "secrecy as a component of executive privilege or transparency through right to information—which of the two be adopted as a paradigm for governance. Both offer public interest as their rationale. Which in fact serves public interest and can they be harmonised."

In 1992, the World Bank released a document entitled 'Governance and Development'. The document has mentioned seven aspects or elements of governance—one of them being transparency and information.

### Rationale

The right to information is necessary due to the following reasons:



India (ICAI) and the Institute of Company Secretaries of India (ICSI) as a not-for-profit Trust to provide a platform to deliberate on issues relating to good corporate governance and to sensitise corporate leaders on the importance of good corporate governance practices, to facilitate exchange of experiences and ideas between corporate leaders, policy makers, regulators, law enforcing agencies and non-government organisations.

The NFCG has framed an action plan on development of good corporate governance principles on identified themes like corporate governance norms for institutional investors, corporate governance norms for independent Directors and corporate governance norms for Audit. NFCG intends to take up the issue of corporate social responsibility (CSR), encourage corporate governance in South Asia particularly SAARC countries and dissemination of corporate governance practices for small and medium corporate.

#### **IV. NATIONAL BANK FOR AGRICULTURE AND RURAL DEVELOPMENT**

The National Bank for Agriculture and Rural Development (NABARD) came into existence in July 1982. It was set up with an initial capital of Rs.100 crore, which was enhanced to Rs.2,000 crore, fully subscribed by the Government of India and the Reserve Bank of India (RBI).

NABARD is an apex Development Bank with a mandate for facilitating credit flow for promotion and development of agriculture, small-scale industries, cottage and village industries, handicrafts and other rural crafts. It also has the mandate to support all other allied economic activities in rural areas, promote integrated and sustainable rural development and secure prosperity of rural areas. In discharging its role as a facilitator for rural prosperity, NABARD is entrusted with:

1. Providing refinance to lending institutions in rural areas;
2. Bringing about or promoting institutional development; and
3. Evaluating, monitoring and inspecting the client banks.

Besides this pivotal role, NABARD also:

1. Acts as a coordinator in the operations of rural credit institutions.
2. Extends assistance to the government, the Reserve Bank of India and other organisations in matters relating to rural development.
3. Offers training and research facilities for banks, cooperatives and organisations working in the field of rural development.
4. Helps the state governments in reaching their targets of providing assistance to eligible institutions in agriculture and rural development.
5. Acts as regulator for cooperative banks and RRBs.

#### **V. NATIONAL INSTITUTE OF PUBLIC COOPERATION AND CHILD DEVELOPMENT**

The National Institute of Public Cooperation and Child Development (NIPCCD), New Delhi, is an autonomous organisation under the aegis of the Ministry of Women and Child Development. The objectives of the institute are to develop and promote voluntary action in social development, take a comprehensive view of women and child development, develop and promote programmes in pursuance of the National Policy for Children, develop measures for coordination of governmental and voluntary action in social development, and evolve a framework and perspective for organising children's programmes through governmental and voluntary efforts.

The Institute is the apex body for training of functionaries of the Integrated Child Development Services (ICDS) Programme. It provides technical advice and consultancy to government and voluntary agencies in promoting and implementing policies and programmes for women and child development and voluntary action. In addition, it collaborates with regional and international agencies, research institutions, universities, and technical bodies. The Institute has four Regional Centres at Bangalore, Guwahati, Lucknow and Indore.

## VI. NATIONAL RIVER CONSERVATION DIRECTORATE

The National River Conservation Directorate (NRCD) functions under the Ministry of Environment and Forests. It is engaged in implementing the River and Lake Action Plans under the National River Conservation Plan (NRCP) and National Lake Conservation Plan (NLCP) by providing assistance to State Governments. The objective of NRCD is to improve the water quality (up to bathing class) of the rivers, which are the major fresh water sources in the country, through the implementation of pollution abatement schemes in 160 towns along polluted stretches of 34 rivers spread over twenty states.

Under the NRCP, a total of 34 rivers have been covered so far to take up several important activities like interception and diversion works to capture the raw sewage flowing into the river through open drains and divert them for treatment, setting up of Sewage Treatment Plants for treating the diverted sewage, construction of low-cost sanitation toilets to prevent open defecation on river banks, construction of Electric Crematoria and Improved wood cremation to conserve wood and help in ensuring proper cremation of bodies brought for final rites.



The National Commission for Women was set up as a statutory body in January 1992 under the National Commission for Women Act, 1990, to review the Constitutional and legal safeguards for women, recommend remedial legislative measures, facilitate redressal of grievances, and advise the Government on all policy matters affecting women.

### COMPOSITION OF THE COMMISSION

The Commission shall consist of:-

- (a) a Chairperson, committed to the cause of women, to be nominated by the Central Government.
- (b) five Members to be nominated by the Central Government from amongst persons who have had experience in law or legislation, trade unionism, management of an industry potential of women, women's voluntary organisations (including women activists), administration, economic development, health, education or social welfare. But, one Member each shall be from amongst persons belonging to the Scheduled Castes and Scheduled Tribes respectively.
- (c) a Member-Secretary to be nominated by the Central Government who shall be:-
  - (i) an expert in the field of management, organisational structure or sociological movement, or
  - (ii) an officer who is a member of a civil service of the Union or of an all-India service or holds a civil post under the Union with appropriate experience.

### TERM, REMOVAL AND SERVICE CONDITIONS

The Chairperson and every Member shall hold office for such period, not exceeding three years, as may be specified by the Central Government.

The Chairperson or a Member (other than the Member-Secretary who is a member of a civil service of the Union or of an all-India service or holds a civil post under the Union) may, by writing and addressed to the Central Government, resign from the office of Chairperson or, as the case may be, of the Member at any time.

The Central Government shall remove a person from the office of Chairperson or a Member if that person—

- (a) becomes an undischarged insolvent;
- (b) gets convicted and sentenced to imprisonment for an offence which in the opinion of the Central Government involves moral turpitude;

(c) becomes of unsound mind and stands so declared by a competent court;

(d) refuses to act or becomes incapable of acting;

(e) is, without obtaining leave of absence from the Commission, absent from three consecutive meetings of the Commission; or

(f) in the opinion of the Central Government has so abused the position of Chairperson or Member as to render that person's continuance in office detrimental to the public interest.

The salaries and allowances payable to, and the other terms and conditions of service of, the Chairperson and Members shall be such as may be prescribed.

## FUNCTIONS OF THE COMMISSION

The Commission shall perform all or any of the following functions, namely:-

1. Investigate and examine all matters relating to the safeguards provided for women under the Constitution and other laws.
2. Present to the Central Government, annually and at such other times as the Commission may deem fit, reports upon the working of those safeguards.
3. Make in such reports recommendations for the effective implementation of those safeguards for improving the conditions of women by the Union or any state.
4. Review, from time to time, the existing provisions of the Constitution and other laws affecting women and recommend amendments thereto so as to suggest remedial legislative measures to meet any lacunae, inadequacies or shortcomings in such legislations.
5. Take up cases of violation of the provisions of the Constitution and of other laws relating to women with the appropriate authorities.
6. Look into complaints and take suo moto notice of matters relating to:-
  - (i) deprivation of women's rights;
  - (ii) non-implementation of laws enacted to provide protection to women and also to achieve the objective of equality and development; and
  - (iii) non-compliance of policy decisions, guidelines or instructions aimed at mitigating hardships and ensuring welfare and providing relief to women, and take up the issues arising out of such matters with appropriate authorities.
7. Call for special studies or investigations into specific problems or situations arising out of discrimination and atrocities against Women and identify the constraints so as to recommend strategies for their removal.
8. Undertake promotional and educational research so as to suggest ways of ensuring due representation of women in all spheres and identify factors responsible for impeding their advancement, such as, lack of access to housing and basic services, inadequate support services and technologies for reducing drudgery and occupational health hazards and for increasing their productivity.
9. Participate and advice on the planning process of socio-economic development of women.
10. Evaluate the progress of the development of women under the Union and any State.
11. Inspect or cause to be inspected a jail, remand home, women's institution or other place of custody where women are kept as prisoners or otherwise and take up with the concerned authorities for remedial action, if found necessary.
12. Fund litigation involving issues affecting a large body of women.

13. Make periodical reports to the Government on any matter pertaining to women and in particular various difficulties under which women toil.
14. Any other matter which may be referred to it by Central Government.

## **REPORTS AND CONSULTATION**

### **1. Annual Report**

The Commission shall prepare for each financial year an annual report, giving a full account of its activities during the previous financial year and forward a copy thereof to the Central Government.

### **2. Audit Report**

The accounts of the Commission shall be audited by the Comptroller and Auditor-General of India. His audit report shall be forwarded annually to the Central Government by the Commission.

### **3. Annual Report and Audit Report to be Laid Before Parliament**

The Central Government shall cause the annual report together with a memorandum of action taken on the recommendations contained therein and the reasons for the non-acceptance of any of such recommendations and the audit report to be laid before each House of Parliament.

### **4. Central Government to Consult Commission**

The Central Government shall consult the Commission on all major policy matters affecting women.

