

**BLOCK I:
KEY CONCEPTS**

Unit 1 : Rationality

Unit 2 : Efficiency

Unit 3 : Accountability

Unit 4 : Transparency

Unit 5 : Commitment

UNIT-1
RATIONALITY

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Unit Structure:

- 1.1 Introduction**
- 1.2 Objectives**
- 1.3 Concept of Rationality in Public Administration**
 - 1.3.1 Herbert Simon: Bounded Rationality**
 - 1.3.2 Weber: rational organization or bureaucracy**
 - 1.3.3 Features of Rationality**
- 1.4 Application of the Concept of Rationality**
- 1.5 Critical Appraisal**
- 1.6 Summing Up**
- 1.7 References and Suggested Readings**

1.1 Introduction

Rationality is at the core of modern public administration. It can be understood as a process where an individual takes a decision considering all the available prospects and what that particular individual sees fits the best. The literal meaning of 'rational' is 'reason' or 'logic'. Therefore, when a person takes decision logically, it is called a rational decision. In public administration, rationality denotes an administrative man, who thinks and acts by choosing best possible alternatives. A rational man is one who is free from all kinds of negative attributes such as biasness, nepotism, corruption etc. A rational man is prepared to apologise after argument and discussion when he comes to know that he was at fault.

Let us now discuss the concept of rationality in public administration. Here, our concern is to discuss the features of rationality and a detailed analysis of Herbert Simon's 'bounded rationality' model and Weber's rational organization or 'bureaucracy'. We would also be discussing the features and application of the rationality in public administration which don't go beyond criticism.

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1.2 Objectives

Rationality in public administration is a core concept which focuses on conscious choice. It is problem solving in nature. It refers to attain the organizational goal rationally. Rationality is an action to achieve the best purposes. In this unit our prime objective is to

- *describe* the concept of rationality
- *understand* Simon's bounded rationality model and Weber's rational organization or bureaucracy
- *explain* the basic features of rationality and its application
- *examine* the pros and cons of rationality in public administration

1.3 Concept of Rationality in Public Administration

'Rational' is a word which denotes different meanings in different context. There are mainly two types of rationality in public administration:

- Instrumental Rationality
- Value Rationality

Instrumental rationality refers to the ways in which a public organization achieves its goals. Public administration is broadly an applied field oriented towards making policies involving both internal and external aspects of administration. For example, managing office personnel, the process of budgeting along with other internal aspects of administration are considered instrumental view of public administration. The instrumental aspect is useful in finding out how public administrators such as civil servants interact with people and how they find out public purposes for shaping governmental plan and action (Lubienski, 2003). It also helps in interacting among public officials and elected representatives and common people for achieving pragmatic goals and plan of action. The role of the organization, here, is to utilize the knowledge and resources in such a way that maximum output may be obtained by utilizing minimum resources.

Stop to Consider

Kettl (2003) in the work “Managing boundaries in American Administration: the collaboration imperative” found out certain elements of instrumental rationality for achieving organizational goals in American Public Administration:

- **Mission:** Mission defines purposes, meaning and ways of organizational goals. It defines what is appropriate for the organization, which implements government’s commitment and address related problems.
- **Resources:** the allocation of resources is crucial. It helps in shaping an important way of the government for translating symbols into reality.
- **Capacity:** organizational structure acts as a capacity builder that follows from mission and resources.
- **Responsibility:** each person’s responsibility in coordinating the activities of the organization is needed; in fact, it is one of the binding characteristics of a rational organization.
- **Accountability:** Accountability is the core concern in any organization and the lack of which has eroded the public respect for leaders and administrators.

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Just as personal values guide individual actions, organizational values play a crucial role in the functioning of organizations. Organizational values in public administration contribute in various aspects such as classification of collective principles, objectives, definitions of organizational culture, explanation of individual behaviour etc. A. Etzioni, in his work “Modern Organizations” argues that values help in identifying organizational meaning which represents profound beliefs in influencing attitudes, actions, choices and decisions. Such values can be regarded as a sign of the group identity. Organizational values are stable and durable but it can’t be fixed. These are shared values characterized by integrating elements that in a way provides stability and consensus among organizational members. Bourne and Jenkins (2013) recognized that organizational values reinforce the alignment of behaviour in a normative control in enhancing value rationality of the organization.

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Check Your Progress

1. What do you understand by the concept of rationality in Public Administration? (30 words)

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2. What are the different types of rationality? Explain the instrumental rationality in Public Administration. (40 words)

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1.3.1 Herbert Simon: Bounded Rationality

Herbert Simon is regarded as the father of Rational Decision-Making Theory. According to him, best decision making is the process of “optimum rational choice between alternative courses of action”. He observed the organization to be a structure of decision makers. To Simon, decisions could be made through following three processes: Intelligence Activity, Design Activity, and Choice Activity. To him, intelligence activity of identifying the problem proceeds to a design which means finding out alternatives of solving the problem. The designed activity ultimately proceeds to choose the activity in finding out the best alternative. While talking about rationality in the decision-making process, Simon argues that rationality is always bounded and it can’t be open ended. Regarding all the classical principles of organizations as “proverbs” he focuses on the administrative man who is rational and empirical. Instead of using “utility maximizing” behaviour, he puts emphasis on “satisficing” behaviour of a rational man. To Simon, rationality is “the selection of preferred behaviour alternatives in terms of values whereby the consequences of behaviour can be evaluated”. He distinguishes different types of rationality in the decision making process:

- A decision is objectively rational if it is the accurate behaviour for maximizing given values in a given situation
- A decision is subjectively rational if it maximizes attainment in relation to the authentic knowledge of the subject

- A decision is consciously rational when the adjustment of means to ends occurs in a conscious process
- A decision is deliberately rational to the extent that means and ends have been deliberately brought about by the individual or the organization
- A decision is organizationally rational if and only if it is oriented towards the organization's goals
- A decision is personally rational when it is oriented towards preserving individual's goals.

Simon believed that complete rationality is impossible in any organization or in any decision making process. His "satisficing" behaviour in the rational decision making has come from the combination of two words: "satisfaction" and "sufficing". It means that decision-maker chooses one best alternative from all the available alternatives. Simon postulated that rationality can't be open ended and it is always bounded due to several reasons such as

- Dynamic nature of organization
- Inadequate information as well as limited analyzing capacity
- Lack of information about possible alternatives
- Time and cost constraint
- Environmental and other external factors
- Unquantifiable alternatives

Considering these factors as barriers, Simon emphasized the concept of an administrative man who tries to satisfy his decisions between alternatives by choosing one best alternative out of limited collected alternatives. However, Simon's bounded rationality concept didn't go beyond criticism. Chris Argyris argued that Simon didn't consider the role of intuition, tradition and faith in the decision making theory. He also argued that Simon rationalized incompetence in his rationality model.

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Stop to Consider

Simon’s Stages of Rational Decision-Making:

- **Intelligence Activity:** intelligence activity engages in finding occasions for making a decision. It deals with finding out the problem area or what is the problem.
- **Design Activity:** it consists of developing possible courses of action and finding out alternative courses of action so as to make decisions more rational. It deals with the question of what are the alternatives.
- **Choice Activity:** it involves choosing one best alternative out of all gathered alternatives. This relates with the question of which alternative is best.

SAQ:

Q. Do you think that Herbert Simon’s “bounded rationality” concept is crucial in order to understand rationality in Public Administration? If yes, then why? (within 100 words)

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1.3.2 Weber: Rational Organization or Bureaucracy

Bureaucracy forms the essential part of any administrative system that comes under the legal rational authority. Max Weber in his work “The theory of Social and Political Organization” discusses about three types of authority: traditional authority, charismatic authority and legal-rational authority. Legal-Rational authority, according to Weber is the ideal form where bureaucrats play effective role in the administrative system. To him, a purely bureaucratic type of administrative organization is capable of attaining the highest level of efficiency. Therefore, bureaucracy is the most rational form of carrying out imperative control over human beings.

In his bureaucratic model, Weber favoured application of rules judicially which is equally relevant for all members in the organization. Within this organisation, the legal-rational authority who exercises power is called the superior and those who abide by these rules are called subordinates. However, this hierarchy, according to Weber, does not harm the organizational values because all the members of the organization irrespective of their order of hierarchy have certain rules to follow at their own place. Hence, to Weber, bureaucratic authority is mostly efficient, rational and superior to any other form, indispensable and permanent. It has certain characteristics:

- The bureaucrats are subject to authority in official capacities and they are free personally
- They are clearly organized based on hierarchical order
- Each office has a clearly defined sphere of competence in the legal sense
- The offices are determined by the free selection process
- The officials are selected based on the technical competencies of each official
- The bureaucrats are efficient
- It is based on the division of work

Mohit Bhattacharya found out 2 sets of properties in Weber's bureaucratic model: structural properties and behavioural properties. The structural properties include (a) division of work, (b) hierarchy, (c) system of rules, and (d) role specificity, and the behavioural properties include (a) rationality, (b) impersonality, (c) rule-orientation and (d) neutrality.

Weber's bureaucratic theory is not beyond criticism. His model of bureaucracy as legal-rational authority has certain limitations as argued by various scholars. Some of the grounds are as follows:

- This bureaucratic model has been considered "machine theory" by some scholars as he put over emphasis on the formal structure of the organization and thereby neglecting the human condition within the organization.

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- Weber's theory has also been criticised as a "closed system model" for not adequately considering the interaction between organization and its environment.
- Talcott Parsons questioned Weber's ideal model of bureaucracy by saying that professional expertise and the right to give orders created a problem within the organization as hierarchical structure. It is because members are really sceptical about whom to obey and whom not.
- Simon and Barnard argued that Weber's bureaucratic model had reduced the administrative efficiency. To them, efficiency could be increased in any organization by establishing informal relations than rigid formal rules.

Stop to Consider

Authority in Weber's theory: three types

- **Traditional Authority:** Traditional authority in Weber's model is rested upon age-old customs, conventions, beliefs and traditions. In this type of authority, obedience is given to the ruler who possesses the traditionally sanctioned authority. The ruler is, hence, bound by tradition. The administrative staffs within this system are either patrimonial or feudal.
- **Charismatic authority:** The literal meaning of charisma is the gift of grace. Charismatic authority "rests on devotion to the specific and exceptional sanctity, heroism or exemplary character of an individual person and of the normative patterns or order revealed or ordained by him" (Pugh, p. 15). In this type of authority, obedience followed is justified because the person who authorised command is believed to have some sacred character. Here, the leader exercises authority which is dependent upon his personal qualities more than prescribed norms.
- **Legal-rational authority:** According to Weber, in legal-rational authority, "obedience is owed to the legally established impersonal order" (Gross, p. 139). Manifestations of legal authority are

located in organizations where rules are applied rationally and judicially that are equally valid for all members of the organization. Weber considers the legal authority of bureaucracy most rational and effective in any organization.

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Check Your Progress

Q1: Explain bureaucracy as a rational authority as postulated by Weber.

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Q2: How has Weber’s bureaucratic model been criticised?

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1.3.3 Features of Rationality

Rationality is a key concept in public administration and more specifically in any decision-making process in any organization. Various thinkers in Public Administration use rationality as core component in their theories. For example, Simon’s rational decision-making theory or more particularly the bounded rationality model, Waldo’s rational action model and Weber’s bureaucracy as legal-rational authority are some of the instances where the concept of rationality has been used. Therefore, rationality, as a concept, has certain features in public administration. Some of the crucial features of rationality can be explained as follows:

- Rationality aims at dealing with identifying the context about what issues to be investigated in the decision-making process.
- Rational actors always focus on the problem, the alternatives to solve the problem and finally, choose one best alternative to solve the problem.
- Rationality focuses on the policy objectives in an organization

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- Rationality puts emphasis upon estimating the consequences of a course of action
- Rationality depends upon certain codified rules which are to be followed equally by all the members of the organization
- Rationality focuses on effectiveness, efficiency and optimality in the decision-making process.
- Efficiency and effectiveness in rationality are not beyond value rationality.
- Values are crucial in utilizing and coordination decisions in rationalist approach.

These are some of the basic features of rationality in public administration. A proper understanding on rationality will facilitate our ideas on decision-making process in any organization.

Check Your Progress

Q3: Explain briefly the important features of rationality in public administration.

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1.4 Application of the Concept of Rationality

In Public Administration, it is crucial to understand the applicability of rationality. Rationality denotes different meanings to different context. It involves concepts like science, efficiency, effectiveness, accountability etc in Public Administration. People may talk about a rational individual, rational ideas, rational decision making or rational organization. All these have different meanings in the particular context it represents.

Petra Schreurs discussed the application of rationality in Public Administration. He reflected upon why we should accept the ambiguous meaning of rationality:

- Firstly, some of the definitions of rationality that are prevalent in Public Administration are mostly related to instrumental rationality of reason and efficiency. However, according to some authors, the application of such restricted meaning of rationality is problematic in public organization. It is because, apart from instrumentality, it involves values such as legality, legitimacy, accountability, democratic control and equality before law (Frederickson, 1971). From such perspective, it is clear that the supremacy of rationality only in terms of efficiency is problematic because involvement with ethical public and political values is equally crucial in any organization.
- Secondly, rationalization process is believed to be contributed positively to the quality of public administration. However, since rationality doesn't denote a fixed meaning, therefore, it is not clear what an administrator is striving for when "rationalizing" public administration. At the same time, there has been focus on human values such as emotions, human actions, interactions etc. in any organization. It proves that instrumental rationality is not as dominant as before.
- Thirdly, the term rationality is generally believed to be associated with positive meanings. But, the combination of positive meanings such as objective meaning and the vagueness of definitions result in a situation where the concept of rationality becomes the political weapon of manifesting policy decision and propagandizing action.

From the above discussion, it is clear that there are differences between mainstream rationality (instrumental rationality) and the alternative rationality (value rationality). In Public Administration, the dominant concept of instrumental rationality is being criticized for not focusing the alternative values or the alternative conceptions of rationality. In discussions of rationality, the issue of gender is rarely focused. It is because "rationality" is believed to be a gender neutral concept. However, the feminist thinkers opined that rationality is not neutral; in fact, gender issue is kept invisible in any organization. How women are being treated in their organization is rarely focused. However, balancing the different rationalities is necessary without monopolizing any one of them.

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SAQ:

Q. Do you think that only instrumental rationality is enough in order to understand the concept of rationality as a whole? (50 words)

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Check Your Progress

Q4: Briefly explain the applicability of rationality in Public Administration.

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1.5 Critical Appraisal

Rationalist model is occupying the core concern in Public Administration. It is a multidimensional concept that involves both “present” and “prospective” rationality. “Present” rationality is oriented towards understanding the current events and achievements whereas the “prospective” rationality is oriented towards understanding the need satisfaction of some futuristic plan. But, either of these two rationality determines the goals and the course of all the problem-solving activity, its possible alternatives, desirable solutions, choices of strategy and tactics to resolve the problem (Genov, 1991).

Considering its multi-dimensional applicability, the rationality concept in public administration has come under certain criticisms. Critics argue that rationalist model of public administration is not the end in itself. This model has certain lacunas which the policy makers and the decision makers should consider while taking a public decision. Some of the crucial barriers of rationalist model of Public Administration are as follows:

- In rationalist model, the whole society can’t avail the benefit, but only a few groups or individuals get the chance to attain the benefits.

However, this also leaves conflicts and contradictions among those who avail the benefits.

- In rationalist model, decision-makers are inspired not only by maximizing the social gain but also by establishing power relations, statuses, financial rewards and so on.
- Searching for one best alternative in any rationalist perspective is very difficult, because the concept of “best” is relative. What you think “best” for yourself can’t determine the “best” of mine.
- Collecting the adequate information in choosing the best alternative is also problematic because of the cost of information, time requirement etc.
- Rationality is limited, there can’t be absolute rationality as absolute is a vague concept in Public Administration.
- Rationalist model is also being criticised for not considering the values of women in any organization.

Despite criticism, the rationalist perspective in Public Administration has been continuing to play a massive role in any administrative decision-making process. It is imperative that rationality can’t be absolute and supreme of all, yet it has a major role in the decision-making process in any organization. Therefore, its role can’t be ignored in any organization.

Check Your Progress

Q5: Briefly explain four important barriers of rationality in Public Administration.

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Q6: How multi-dimensionality is related to rationality? (40 words).

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1.6 Summing Up

Public decisions represent conscious choice, and it has a direct linkage with rationality. It is because conscious choice is taken through reason and logical ability. In public administration, rationality plays a crucial role in effectively and efficiently connecting various approaches of decision-making and the role of bureaucracy in any organization. Reason or logical ability is at the heart of rationality.

In this chapter we tried to understand the concept of rationality and its importance in Public Administration. Rationality has provided a new dimension to administrative analysis and practice by stressing the importance of reason in any decision-making process. Henceforth, the concept of rationality has contributed much in understanding, examining and analyzing the public organization and help in the growth of administrative culture by ignoring normative ideas of traditional organization.

1.7 References and Suggested Readings

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UNIT-2
EFFICIENCY

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Unit Structure:

2.1 Introduction

2.2 Objectives

2.3 Meaning

2.4 Efficiency in administration and other New Dimensions

2.5 Different interpretations of the concept of 'efficiency' in public administration

2.6 Various Reform Measures initiated focusing on 'Efficiency' in administration

2.7 Summing Up

2.8 References and suggested readings

2.1 Introduction:

We all know that all the organizations are established with certain goals or purpose. And each and every organization strives to attain success in their endeavours. They want to reach those goals and purposes with efficiency. Infact the success of any organization is measured in terms of its efficiency. So, now we need to understand what is actually meant by 'efficiency'. Although a host of literature is there which contains references about the concept of efficiency or bringing about efficiency in the realm of administration, yet, there is ambiguity regarding its origin and meaning. In this unit, we will make an attempt to understand the concept of efficiency in its entirety.

2.2 Objectives:

After reading this particular unit, we will be able to:

- *discuss* the meaning and concept of the term efficiency.
- *explain* the significance of efficiency in the field of public administration.
- *analyse* efficiency in administration and other related concepts.

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- *describe* various reforms measures initiated from time to time, focusing on bringing about efficiency in the domain of administration.

2.3 Meaning:

Let us begin the discussion with the famous quote from Woodrow Wilson's essay "The Study of Administration" (1887) where it has been stated that – It is the object of administrative study to discover, first, what government can properly and successfully do, and, secondly, how it can do these proper things with the utmost possible *efficiency* and at the least possible cost either of money or of energy. Thus, this quote explains that efficiency is of utmost importance in the field of administration and it is a measure to understand the relationship between input and output. (<https://patimes.org/efficiency-primary-public-administration/>)

The status of efficiency as a core value in the study of Public Administration is widely acknowledged, but certainly not undisputed (Bogason, 2002; Schachter, 2007). (<https://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.986.1701&rep=rep1&type=pdf>)

Actually, with the emergence of 'Administrative State' in the contemporary era, the functions of public administration has expanded both in nature and scope. The discharge of these functions is very essential for the development of human life and is pertaining to diverse fields like that of health, education, recreation, sanitation, social security etc. All these functions are over and above its regulatory functions and it is expected that public administration will deliver these functions with efficiency and effectiveness. The following quotes can further explain the importance of efficiency in the domain of administration. W. B Donham said, "If our civilization fails, it will be mainly because of breakdown of administration." Also, Paul H Appleby said "Administration is the basis of government. No government can exist without administration." Thus, we can very well say that the role of Public Administration in the present era is multifarious like, it is the basis of the government, it is an instrument for providing services, an instrument for implementing the policies, it is a stabilizing force in the society, it is an instrument of social change and that of economic development etc. Gerald Caiden has further said that in the contemporary modern society, Public

Administration has also assumed the following important roles: preservation of polity, maintenance of stability and order, institutionalization of socio-economic changes, management of large scale commercial services, ensuring growth and economic development, protection of the weaker sections of society, formation of public opinion and influencing public policies. It needs mention here that when such is the enormous and significant role of public administration in preserving and promoting the welfare of the community, 'efficiency' is a must there. Without efficiency, public administration cannot deliver its purposes properly to the masses. (<https://egyankosh.ac.in/bitstream/123456789/25454/1/Unit-1.pdf>)

We have already discussed that the success of an organization is measured in terms of its effectiveness and efficiency. Effectiveness mainly refers to the fulfillment of goals and efficiency to that of output. However, it needs mention here that there is no single formula through which these components of efficiency and effectiveness can be measured. If we look at the wide spectrum of facts, we see that in most of the developing countries, the system of modernization came through the process of colonialism. And one of the important aspects of colonial administration was the strengthening of the central institutions. Result was that the local institutions got neglected and they lagged behind. So, in India, we find that though the municipal and panchayati raj bodies were established long back, but they remained weak in actual functioning. Thus, these bodies were unable to function efficiently due to a host of problems or obstacles. Even today many of the rural areas are running without basic public utility services like supply of clean drinking water, social services for health, educational facilities, facilities for welfare of the needy etc. Thus, efficient discharge of functions is inter-related with so many other factors. Also, conception of efficiency and effectiveness are different when the goals are different. For example, in pre-independence period, the entire concept of economic development was oriented towards fulfilling the interests of the British monopolies. As a result, the growth was not balanced regionally and effectiveness of administration was judged by the support provided to monopolistic business and not to the balanced regional growth. (https://www.jstor.org/stable/4374766?seq=1#metadata_info_tab_contents)

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Now, let us have a look at the relationship between efficiency and effectiveness and how it affects the performance of the organizations. It is true that efficiency can be achieved under the conditions of maximizing the results of an action and it is always in relation to the resources used and calculated by comparing the effects which are obtained through the efforts. Thus, efficiency can be said to be an indicator to measure the outcome effects as generated by the efforts made. Here, we can cite Peter Drucker, who said that there is no efficiency without effectiveness, because it is more important to do well what has been proposed (the effectiveness) rather than doing well something which was not necessarily concerned (Drucker, 2001). Thus, from the above discussion, it is clear that the relationship between efficiency and effectiveness is that of a part to the whole and effectiveness is always a necessary condition for achieving efficiency in any organization. It is the relationship between the inputs (entries), the outputs (results) and the outcomes (effects). (https://ipe.ro/rjef/rjef4_10/rjef4_10_10.pdf)

We all know by now that 'efficiency' involves the relationship of input to output. In broadest sense, efficiency encompasses not only the effectiveness but also the overall impact of an action, and so, it is an all inclusive concept. It is concerned with all the effects including the unintentional ones. Thus, impact seeks to measure all the effects of an action, not just those which were intended by the programme. Thus, the concept encompasses within its domain not only how well the objectives of the programme has been met but also the effects of the programme in the community as a whole. The unintended effects may be positive or negative, and if it is negative, it tend to negate the very benefits of the programme. Thus, the concept of efficiency is quite a broad one, covering many aspects within its ambit. (https://link.springer.com/chapter/10.1007/978-3-662-21610-1_10)

2.4 Efficiency in administration and other New Dimensions:

1960s and early 1970s were periods of turbulence, instability and confusion and like other social sciences, Public Administration was also shaken by this revolutionary period. It was because the earlier dogmas of public administration 'economy' and 'efficiency' were found inadequate and it began

to be felt that efficiency is not the whole of public administration. It was felt that public administration cannot be 'value-free', it also needs to be 'value-oriented'. New Public Administration described this new trend in the field of public administration. The keynote of this new trend was to show an intense sensitivity towards and concern for the societal problems, its parameters being relevance, post-positivism, morals, ethics and values, innovation, concern for clients, social equity etc. Though the doctrine of new public administration was criticized by the critics, yet, it must be noted that it added new dimensions in the field of public administration. Nigro and Nigro opined that the new public administration has certainly broken fresh grounds and seriously jolted the traditional concepts and has imparted new substance and a large perspectives to the discipline of public administration. (Ashu Pasricha, 2003).

Again, the concept of 'efficiency' was further revised with the emergence of New Public Management. It must be noted here that most of the maxims, principles, guidelines and dictums of efficiency, economy and effectiveness actually emerged from the writings of management thinkers and thereafter, they have been adopted and adapted by the scholars of Public Administration. Historical study revealed the fact that bureaucracies throughout the world have not been able to respond effectively to the environmental challenges on their own and have lagged behind. Thus, introduction of NPM wanted to bring about improvements in the field of administration. However, over the years, one important shift was observed in the thinking of NPM. In the early years, there was stress on de-governmentalization which means the government was expected to be lean. But ultimately it was felt that the imperatives and inevitability of government's role and responsibility cannot be undermined. Particularly for developing countries like India, the role of government in bringing about socio-economic changes and multi-dimensional development cannot be undermined. Thus, we can say that the traditional administrative and managerial theories which emphasized on efficiency, effectiveness and economy have simply assumed a new form under New Public Management. Thus, from the above discussion, it is clear that while the foremost concerns of New Public Administration has been with the goals, values and the spirit of public

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administration, New Public Management emphasized on the structure and style of public administration. (Ramesh K Arora, 2011).

2.5 Different interpretations of the concept of ‘efficiency’ in public administration:

Different thinkers also opined differently about the concept of efficiency. We can mention here Max Weber’s ideas on efficiency and Rationality. Max Weber’s ideas on efficiency and rationality are closely connected with his ideas of authority. Weber mentioned about three types of authority: traditional authority, charismatic authority and legal-rational authority. Weber’s third type of authority is legal rational authority, where bureaucracy is the kernel of the administrative system. According to Weber, it is called ‘rational’ because in it the means are very well designed to achieve certain specific ends. The administrative staff in the legal rational authority system is bureaucracy and according to Weber, it is the most efficient form of organization. Bureaucracy is capable of attaining highest level of efficiency because the means used are those which can result in best achievement of the stated ends and also in this system, personal whims of the leaders and traditional procedures are not followed. The respective roles of each official are written and the offices are arranged in a hierarchical order. It is most rational and efficient according to Weber, because all the informations are clearly written down and there is no room for confusion.

Next, we can refer to Herbert Simon, who has given his own interpretations of the concept of efficiency. According to Simon, administrative efficiency can be increased with an increase in specialization of the tasks in the right direction. Classical theory said that administrative efficiency increases by grouping workers according to the principles of purpose, process, place and people. But according to Simon, these principles are internally inconsistent with that of specialization. According to Simon, decision-making is the heart of administration and any rational decision is made on the basis of two premises of values and facts. According to Simon, ‘efficiency’ must be the fundamental criterion of administrative decision, but maintains that there is also a large non-rational, emotional element in man’s thinking and behaviour which must be taken onto account. Thus, Herbert Simon’s

contribution is very significant as he stressed on the use of behavioural approach with particular emphasis on the decision-making process.

Next, we can discuss about F W Taylor's concept of management, where he laid stress on the application of scientific methods in the organization which can improve the overall industrial efficiency. Taylor emphasized on the four cardinal principles like: development of a true science of work, scientific selection and training of workers, equal division of work between the management and the workers and co-operation between management and workers, and observed that these principles constituted the crux of "scientific management".

Also, Henry Fayol underscored the need to develop a general approach to the management sciences and emphasized on the application of certain principles to bring about efficiency in management and administration. These principles are like: division of work, authority and responsibility, discipline, unity of command, unity of direction, subordination of individual interest to general interest, order, equity, stability of tenure of personnel etc.

Chester Barnard also emphasized on efficiency in administration, and thus emphasized on the importance of co-operation within an organization and how individual can be induced to cooperate in an organization. Moreover, Elton Mayo emphasized on the understanding of the human factors in work situations, which can ultimately lead towards bringing about efficiency in administration.

Thus, from the above discussion, it is clear that there are different interpretations of the concept of efficiency in the field of public administration. Different administrative thinkers have emphasized on the need of efficiency in public administration.

We can refer here the process of globalization and its effects on the administration of the developing countries. We can say that this era of globalization has further thrown challenges to the developing nations in various forms. Some thinkers opined that the gains of globalization are unevenly distributed. Again thinkers like Stiglitz insists that globalization has the potential to enrich all, including the poor. But, we see growing inequalities and increased poverty in the world. Thus, the unevenness of the process of globalization became prominent with the strong becoming stronger and the

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weak weaker. Thinkers claimed that whereas the rich and powerful have shaped globalization in their own way (globalization from above), there is also the emergence of a counter-movement (globalization from below) which seeks to give new meaning to the whole process. They believe that the movement for “globalization from below” or democratization of globalization, have their own potentialities. However, the ever-increasing economic disparity between the north and the south, the global-local cultural conflict, the upsurge of ethnic conflicts, increasing inequality between the nations have questioned the rationale of the globalization process, resulting in call for “fair globalization” with the ultimate mission of restoring good governance. The hegemony of the West in the process of globalization has been emphasized by the South Commission. Thus, the above discussion makes it clear that globalization is actually a comprehensive term used to indicate a global society where economic, political, environmental and cultural events in one part of the world has its effects in other parts of the world. However, the fact remains that till now, the developing nations suffers from host of problems like, excessive population increase, lack of capital formation, ill entrepreneurship, debt burden, vicious cycle of poverty etc. (‘Globalization and After’ edited by Samir Dasgupta and Ray Kiely. Sage publications; 2006).

At this critical juncture, the developing nations have to play their role with utmost caution so as to adhere to the international norms and also to promote development at the national level, by following the dictums of efficiency and that of good governance.

2.6 Various Reform Measures initiated focusing on ‘Efficiency’ in administration:

We have already discussed above that David Osborne and Ted Gaebler made an attempt to reorient public administration through their writings and wanted to transform the bureaucratic government into an entrepreneurial government. They suggested that government should be ‘re-invented’. It was asserted that in the contemporary era of global competition, if the bureaucratic system is based on the classical model, then that will lead to mediocrity and inflexibility. Against this backdrop, a new form of

‘governance’ was recommended that is never static but is very much adaptable, responsive, efficient and effective and above all, entrepreneurial. Thus, this new trend of NPM i.e., New Public Management has brought into light some of the defects of traditional public administration and thus tried to bring about economy and efficiency in administration through the application of principles of management in administration. Not only that, globalization has its own impact and challenges in the field of public administration. All these new developments have necessitated emergence of new set of rules and modalities in the emerging pattern of public administration. Thus, we can see that in countries like India, various reforms were initiated from time to time and the major thrust areas of all such reforms were to bring about ‘efficiency’ in the field of public administration. Efficiency issue became the key issue in all the reforms discourse. Various pay commissions also underlined the need of reforms. For example, the Fifth Pay Commission underlined the need of reforms so as to promote efficiency and human resource development. For promoting efficiency, it stressed the need to redefine the functional goals of each governmental organization. However, one problem seen in most of the developing countries is that there has been little systematic efforts towards working out in details the reform measures in reference to the specific contextual requisites. Reforms introduced elsewhere is simply replicated without reference to the contextual needs, possibilities and constraints. But it is very essential to critically examine the need in terms of specific objectives or goals, which needs to be pursued. Then only, the reforms initiated can yield maximum fruitful results. Not only that, democratic and participatory processes needs to be strengthened so as to deal with various problems. Thus, strengthening of the civil society is the need of the hour to increase responsiveness in administration and the reform measures must be deviated in accordance with the respective contexts and needs of the developing nations. It needs mention here that Osborne and Gaebler has prescribed ten principles through which government can become entrepreneurial and thus can attain efficiency in their domain of work:-

- (1) Catalytic government: Government should not only provide services but should also act as catalyzing agent i.e., government must be able to induce all the sectors into action, so that different problems get solved.

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- (2) Community-Oriented Government: It simply means taking into consideration the citizens in the service delivery process.
- (3) Competitive Government: It is the duty of the government to promote competition amongst various service providers.
- (4) Mission-driven Government: Government needs to be driven by missions and goals, not simply rules and regulations.
- (5) Result-oriented Government: Government must be result-oriented, that is, it must measure the performances of the organizations on the basis of outcomes rather than on inputs.
- (6) Customer-driven Government: It means redefining the role of government where clients should be regarded as customers who must be offered choice in the service delivery.
- (7) Enterprising Government: Efforts must be given towards earning money, rather than just spending.
- (8) Anticipatory Government: Government needs to be anticipatory i.e., they must be able to prevent problems before they actually emerge.
- (9) Decentralised Government: Citizens must be taken into consideration in the decision making process.
- (10) Market-oriented Government: Application of management and market mechanisms in the field of services rather than relying on the bureaucratic mechanisms. ('Recent Perspectives in Public Administration' edited by Ramesh K Arora, 2011).

In a developing country like ours, new dimensions are always added to the traditional tasks thereby requiring new structures, new orientation and new dynamism and the smooth running of all these huge governmental tasks depends ultimately upon the ability, honesty, dedication and efficiency of the civil services. In the modern welfare and socialist state, state's functions have widened and have become multifarious. Thus, now the need of the hour is to strike a proper balance between the need of efficiency in administration and also at the same time, to provide security of tenure to the civil servants, so that they can discharge their duties fearlessly, being upright and honest.

Thus, from the above discussion, we understood that the transitional societies, which have attained independence after long years of colonial subjugation, soon after their independence, they have diverted their energies for improving their economic conditions. Under this circumstance, a healthy, well-knit civil service system has become the backbone of the successful working of a democracy. In a modern welfare state, it is the civil service which renders all sorts of services to the people and in all spheres of life and are entrusted with the most important function of executing the policies and programs of the government. Moreover, in the last fifty years, science and technology have brought about various revolutionary changes in almost all facets of human life, but, correspondingly, there is not much change in the 'modus operandi' of bureaucracy. The critics have criticized saying that bureaucracy still projects the classical image and is more rigid than flexible. In the changed situation, the state has assumed the responsibility of multi-faceted development of the society and thus, the realization of the goal of welfare state demands greater initiative and drive from the bureaucrats. [History and Problems of Civil Services in India (vol. II) (Developmental Role of Civil Services) by- P. N Parashar, Sarup and Sons, New Delhi (2003)].

Keeping in mind the significant role played by civil services in the administrative scenario, various committees and Commissions were instituted from time to time in India so as to bring about responsive, transparent, accountable and efficient civil services. Here, we can mention about the Committee on Civil Service Reforms and the ARC (Administrative Reforms Commissions) which have made valuable recommendations for bringing about efficiency in the field of public administration. However, today we come across various news and reports which projects that the entire gamut of civil service is in turmoil along with that of the society. It is because the bureaucrats have recently defamed themselves for indulging into corrupt practices. Exceptions are there no doubt, but many a time, we come across news of bureaucrats getting involved into corrupt practices. Actually, we all know that the bureaucrats are supposed to adhere to the concept of civil service neutrality, which actually means that the civil servants should not be politically biased and must serve different governments in power impartially. They are supposed to render free and frank advice to the political executives

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without any political consideration. But unfortunately, while working within the political vortex, it becomes difficult for the civil servants to adhere strictly to the neutrality concept. The civil services face various hindrances and obstacles while adjusting to the new challenges, thereby requiring reforms from time to time so as to bring about efficiency in administration.

Stop to Consider:

Concepts of ‘Good Governance’ and ‘Efficiency’ in the domain of Public Administration:-

Good governance is a concept which has attained tremendous importance in the field of public administration. It emphasizes on efficient, effective, responsive, corruption free and citizen-friendly administration which is essential for developing people’s trust in government and also helps in promoting social harmony, political stability and economic development. Administrative reforms have been initiated in different countries, both developed as well as developing, so as to promote good governance. In the developing countries, the concept of good governance has been identified with various reforms like that of political reforms (participation, decentralization etc), economic reforms (economic liberalization, poverty alleviation etc), social reforms (civil society, social capital or social cohesion), legal reforms (rule of law and independent judiciary) and administrative reforms (accountability, transparency, less corruption, efficiency, effectiveness and responsiveness). Thus, the whole concept of good governance is very much connected with the values of democracy, observance of human rights and rule of law, thereby emphasizing on removal of corruption and strengthening of civil society, people’s participation, transparency, administrative efficiency, and accountability. Thus, good governance emphasizes on responsive and people friendly administration. No reform measures can succeed unless and until the minimum conditions of institutional efficiency are met. We can mention here about Kautilya’s Arthashastra, where it was stressed that traits of good governance lies in the happiness of the subjects in a kingdom and in their welfare.

Thus, both the concepts of good governance and efficiency are interrelated because ultimately the quality of governance depends upon the outcomes in terms of administrative efficiency, political stability and economic development. (https://www.jstor.org/stable/42753695?seq=1#metadata_info_tab_contents)

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SAQ:

Q. Do you think that reforms initiated from time to time in the realm of administration has really ushered in efficient and corruption-free administration? Discuss. (80 words)

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Check Your Progress:

Q.1. What do you understand by the term ‘efficiency’? Do you think there is connection between the concepts of efficiency, sustainable development and good governance?

Q.2 Explain how the concept of efficiency was emphasized by various reforms movement in the field of public administration.

2.7 Summing Up:

Thus, we have discussed in this particular unit the concept of efficiency in its entirety. We have understood that efficiency is needed in every walk of life. We cannot achieve our goals and objectives, unless and until we follow the path of efficiency. Though different thinkers have opined differently about the concept of efficiency, yet, it is noticed that all of them have emphasized on the importance of efficiency in order to reach organizational goals. We have also seen that various reform measures were introduced from time to time so as to bring about efficiency in administration in both the developed as well as developing countries. Different reform committees and commissions have emphasized on the importance of efficiency in the domain

of administration. Starting from New Public Administration to New Public Management, all the developments in the domain of public administration have emphasized on the need of efficiency in their own way. Different theories in the field of administration like Scientific management theory, Human relations theory, Bureaucratic theory etc all have emphasized on the importance of efficiency in administration. It is only when all the functions within the administrative apparatus are discharged with precision i.e., strictly conforming to the rule of efficiency, then only, administration can attain success.

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Links:

- <https://patimes.org/efficiency-primary-public-administration/>
- <https://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.986.1701&rep=rep1&type=pdf>
- <https://egyankosh.ac.in/bitstream/123456789/25454/1/Unit-1.pdf>
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UNIT - 3
ACCOUNTABILITY

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Unit Structure:

- 3.1 Introduction**
- 3.2 Objectives**
- 3.3 Meaning and Significance of Accountability**
- 3.4 Control as a Device of Accountability**
 - 3.4.1 Types of Control**
- 3.5 Types of Accountability**
- 3.6 Tools of Accountability**
- 3.7 Role of Ethics in keeping Public Administration Accountable**
- 3.8 Changing perspective of accountability**
- 3.9 Summing Up**
- 3.10 References and Suggested Readings**

3.1 Introduction

Accountability represents the most important criterion that distinguishes public administration of democracy from the institutions that exist in an autocratic set up. Public institutions in democracies are accountable to the people. But in an autocratic set up the ruler is not accountable to anyone. It is one of the norms of democracy that the holders of public office should be accountable to the people for the exercise of authority. This is considered an effective safeguard against the misuse of power and abuse of public authority. Hence almost all the democracies of the world have adopted various measures and forms to bring public accountability. Accountability may appear as a simple term or idea but its exercise and implementation is very complex. This chapter is an attempt towards understanding the concept of accountability and its objectives, forms and measures and related issues.

3.2 Objectives

After reading this particular unit, we will be able to:

- *understand* meaning and significance of accountability
- *understand* various measures of accountability

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- *understand* role of ethics in bringing accountability
- *understand* the changing perspective of accountability.

3.3 Meaning and Significance of Accountability

The word 'accountable' for the first time came into usage in English language in 1583 in financial context. Accountability refers to the liability of government servants to give a satisfactory account of the use of official power to the people. Webster's dictionary defines it as, "liable to be called to render an account." According to L. D. White, "accountability is the sum total of the constitutional, statutory, administrative and judicial rules and precedents and the established practices by means of which public officials may be held accountable for their official action." Many a time administrative accountability and administrative responsibility are used synonymously. But accountability refers to legal and hierarchical locus of responsibility, whereas responsibility has ethical and normative connotations. According to Piffner, "accountability refers to the formal and specific location of responsibility whereas responsibility has a highly personal moral quality and not necessarily related to formal status of power." He again said that responsibility refers to the public servants responsiveness to public will, while accountability denotes the specific methods and procedures to enforce the public servant's responsibility. Thus for him responsibility is subjective and works from within and accountability is objective and works from without.

Public accountability refers to the liability of the government servants to give a satisfactory account of the use of official power. Hence it can be considered a check against arbitrary use of authority. Public official's accountability got a new momentum with the increasing of administrative works under the welfare state system. Here, the government has to perform a large number of activities related to the welfare of the people. Increasing of government's activity automatically leads to the increasing of public official's powers and authority. Under it the civil servants are not only involved in implementation of public policy but also play a very crucial role in formulation of policies. Again in the third world countries where bureaucracy becomes the chief agent of social and economic change and progress, they

have to be given a wide range of discretionary authority to perform their functions. As a result need of accountability was felt strongly.

Accountability brings more discipline into the actions of public servants and hence motivates them to deliver better services. It also helps in better analysis of shortcomings in public service delivery and can help to eradicate them in better ways. It will also help in bringing transparency into the system and will establish trust of the people over administration. Accountability also leads to rational decision making in administration.

Accountability has two basic connotations-answerability and enforcement. Answerability stands for the obligation of public officials to inform about and explain what they are doing and enforcement that refers to the capacity of accounting agencies to impose sanctions on power holders who have violated their public duties. Standard institutions of accountability include democratic elections, legislative scrutiny, judicial review, audit, ombudsman etc.

The important elements of accountability are:

Answerability: It refers to the justification of the actions taken.

Enforcement: It implies to the imposition of penalties if justifications are found unsatisfactory.

Responsiveness: It refers to the extent to which action was taken.

Accountability generally is an organizational imperative as it purports to evaluate an organization's performance in terms of its goals. In a democratic government accountability and control are essential aspects of administration. The main norm of democratic administration is that power should be equal with responsibility and the holders of public office should be accountable to the public for the exercise of authority. This is a safeguard against the misuse of power and abuse of public authority. In short, importance of accountability can be mentioned in the following way-

- a. **Ethical Compliance:** It ensures that requisite ethical standards are followed.
- b. **Optimum utilization of resources:** It ensures that resources are optimally utilized for the greater good of the greatest number.

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- c. **Transparency:** Accountability helps in showcasing the transparency of the actions of the individual or organizations for the public.

Accountability places four requirements on public administrators. These are-

- i. Make laws work with a minimum of waste and delay
- ii. Exercise lawful and sensible administrative discretion
- iii. Recommend new policies and programmes as per requirement
- iv. Enhance citizen confidence in administration.

After the second world war (1939-1945) a large number of countries of Asia and Africa got their independence. For the purpose of economic development, the most important and powerful machinery is administration. Hence efficiency is required here to the utmost level. For bringing the required efficiency works of all related to administration require to be assessed and here lies the question of accountability. But what has been seen is that in most of these countries people are not politically educated and conscious and because of this public administration and its related works remain beyond scrutiny of the general public. The inevitable consequences are corruption, nepotism, inefficiency in administration etc. Hence accountability emerges as the central part or heart of administration. In realizing good governance true accountability is not only limited to financial, economic but also the responsibility of the government and the people where the people have the right to judge all actions of the government.

Public administration is accountable to whom? Accountability can be presented from two interdependent perspectives-intra organizational perspective and extra organizational perspective. Conventionally the hierarchical structure of organization creates a superior – subordinate relationship where the subordinate is accountable to his superior for his action and the superior is accountable to the political executive or minister and lastly the minister is accountable to the legislature. This can be called intra organizational accountability. Under this chain legislative accountability is also considered as intra organizational measure. Extra or supra organizational accountability is seen within the measures like judicial intervention, Right to Information, Citizen's Charter etc.

The main objectives of accountability can be identified as follows-

- Promoting efficiency in governance
- Ensuring financial accountability
- Minimizing concentration of power
- Achieving specific ends

Stop to Consider

Accountability in public administration is usually understood as the obligation of government officials to answer for performance to some legitimate authority. Accountability has two basic connotations- answerability and enforcement. Answerability stands for the obligation of public officials to inform about and explain what they are doing and enforcement that refers to the capacity of accounting agencies to impose sanctions on power holders who have violated their public duties.

Standard institutions of accountability include democratic elections, legislative scrutiny, judicial review, audit, ombudsman etc.

Stop to Consider

Accountability and Responsibility- Accountability refers to legal and hierarchical locus of responsibility, whereas responsibility has ethical and normative connotations.

Stop to Consider

(Public Administration is) Accountable to whom?

- To the internal hierarchy
- To the Legislature
- To the Judiciary
- To the Citizens: and
- To the Media

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3.4 Control as a device of Accountability

The extent and range of public accountability varies according to the constitutional framework of the country. For instance in direct democracies like Switzerland the control of people over the government and administration is direct and also effective compared to the indirect democracies. In indirect democracies like India control over administration is exercised through legislature, executive and judiciary.

Administrative accountability is exercised by means of various controls as said above. The purpose of control is to compel the public servants to work as per rules and regulations. With the expansion of administrative work need of control has also increased. White says, “power in a democratic society requires control, and the greater the power the more need for control.”

3.4.1 Types of Control-

There are two types of administrative control-Internal and External. The internal control operates from within the administrative machinery and the external control operates from outside the administrative machinery. It is believed that the internal control is sometime more effective than external control

Types of Internal Control-

- i. Hierarchical order
- ii. Budgetary system
- iii. Enquiries and investigation
- iv. Annual confidential Report
- v. Efficiency survey

Types of external control-

- I. Legislative control-** Budget discussion, Question hour, Parliamentary committee, audit etc.
- II. Executive control-** Power of appointment and removal of public servants, Rule making power, ordinance, civil service code etc.
- III. Judicial Control-** judicial intervention or judicial review, Statutory Appeal, extraordinary remedies like Writ etc.

3.5 Types of Accountability

Accountability can be discussed in various forms such as organizational or administrative, legal, professional, political, moral etc. These are discussed below-

- i. **Organizational or administrative:** It is the traditional hierarchical accountability within the organization. Max Weber discussed about this kind of accountability in his bureaucratic theory of organization.
- ii. **Legal:** Legal accountability relates actions in the public domain to the established legislative and judicial process. This is achieved either by a court action or by judicial review of administrative action.
- iii. **Professional:** It refers to balancing the code of profession with a greater purpose of protection of public interest.
- iv. **Political:** It is concerned with the legitimacy of any public programme and organization.
- v. **Moral:** Moral accountability is more than obedience to laws and bureaucratic norms. It is at the core of public administration. It is more than obedience to laws and administrative rules.

3.6 Tools of Accountability

There are different tools in existence in different countries to make the public servants accountable. These are discussed in the following table-

Ends	Means
Legitimacy	Constitution and electoral bodies for establishing government, decision making bodies, legislations
Moral conduct	Upholding of social values, concept of social justice, professional values, training
Responsiveness	Public participation and consultation, debates, public meetings, freedom of speech
Openness	Parliamentary question time, public information services, freedom of information, annual reports
Optimal resource utilization	Budgets, financial procedures, audit, formal planning system
Efficiency and Effectiveness	Programme guidelines, feedback system, approval

3.7 Role of Ethics in keeping Public Administration Accountable

Ethics and accountability are important elements for modern government. It has been realized that performance management alone will not resolve the crisis of lack of accountability. Public servants are expected to be

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accountable because people expect the public servants to have higher ethical values than businessmen as public service is a public trust and there is the sanctity of public office. In each administrative set up there are wide areas where the public officials have administrative discretion. Here comes the issue of ethics. We all know that in spite of having a large number of measures for keeping the administrators accountable to the public, use of discretionary powers by the officials has remained a very common problem. Under such a situation public officials can render a good account of themselves if they do not lose sight of the ethical dimension. A public official will act in the right manner if he wants, he cannot be forced. While holding the administrators accountable nothing except self control and self regulation can give long run outcomes.

3.8 Changing Perspective of Accountability

Classical public administration based on bureaucracy has been the staple of accountability theory. But under New public Management and Good governance theory public administration has experienced a paradigm shift. This has led to a radical departure from the traditional norms and objectives of governance such as enhancing human progress, maintaining law and order, removing poverty and unemployment, public welfare etc. Accountability under all these has undergone through various changes. Earlier the measures of bringing accountability were ministerial control, parliamentary debates, legislative committees and the ombudsman system. But over the years there has come a change within public administration under neo liberal policies. Accordingly governance has moved towards adoption of new public management policies where the main aim is to reinvent government. Under it a market centered, neo liberal approach that emphasizes on economic growth and productivity has been accepted and implemented. This departure from the traditional system of governance has brought changes in the concept of accountability also. According to some analysts this has brought challenges to accountability in terms of three basic dimensions. These are-

-Accountability for What: Under it more emphasis is given on procedural and economic criteria such as efficiency and productivity than on substantive public concerns like equality and representation. Under the new paradigm

the government's role has been transformed to only a facilitator and public accountability as it is conventionally known, gets obscured when the public sector played a direct role in providing goods and services based on concrete socio economic programmes and projects, its activities become more tangible and measurable, and thus easier to scrutinize, in its indirect role to encourage and facilitate the private sector to deliver goods and services-it becomes relatively intangible, immeasurable and thus unverifiable.

-Accountability to whom: Governments in democratic societies have increasingly become accountable to diverse groups and classes of citizens entitled to social services such as education, health and social security. Under the new public management citizens have been redefined as customers and client. Accountability under this consumerist mode of governance is to private affluent customers rather than to the collective public. As a result the underprivileged citizens dependent on state services do not qualify to be customer. The critics in this regard are of the view that this new trend of customer view tends to diminish citizen's rights and excludes common citizens from the purview of public accountability. Hence it is criticized on the ground that public governance today has become more accountable and responsive not to the general public but to the affluent and privileged community of the society.

-How accountability is ensured: The means of achieving accountability, under the new public management have also changed. New sets of institutions, structures and norms have come up and these have brought a remarkable change in this aspect. One such change is the growing power of political executives and politicization of civil service leading to the violation of one of the basic features of the bureaucracy that is political neutrality. Direct ministerial control as a means of accountability; make the public servants loyal to ministers leading to the ignorance of their accountability to general public. Again autonomisation of public agencies or giving more autonomy to various government agencies has reduced the opportunities of political representatives to scrutinize their activities and diminished the scope of legislative debates over programmes undertaken by the agencies given higher amount of autonomy.

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Stop to Consider

Ombudsman

It is a grievance redressing mechanism introduced in Sweden in 1809. Main aim of it was to safeguard the rights of citizens by making it independent from the executive. Lokpal in India is one such ombudsman measures or institution.

Accountability basically provides a very important role in creating a good governance activity as a part of improving public confidence in government performance. Indeed it is one of the main components of good governance. Here the conception of accountability can be seen that government officials are not only accountable to higher authorities but also accountable to public, non governmental organizations, mass media and many other stakeholders. The World Bank one of the main contributors of Good Governance idea has identified three features of accountability-

- i. Salience of micro level accountability as due to expansion of state activity, it has become difficult to apply broad political accountability to numerous functions of government.
- ii. Focus in accountability tends to be on inputs, especially public expenditure, rather than outputs or effects.
- iii. Accountability has mostly been by internal administrative controls, exercised by political leaders, government agencies and bureaucrats acting as proxies for the public.

SAQ

What is accountability? Write about the necessity of Accountability in administration. (80 words)

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.....
.....

Stop to Consider

Social Audit- It refers to the cross verification of government records and data with information on the ground and the sharing of audit findings with government through public hearings.

Check Your Progress

1. What are the various tools of Accountability? Discuss.
2. Discuss in brief about the types of Accountability.
3. Analyse briefly about the changing perspective of Accountability.
4. Write about the role of ethics in both administration and Accountability.
5. Discuss briefly about control as a device of Accountability.

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3.9 Summing Up

Accountability is the hallmark of democracy and it is like an important condition for the successful working of government especially of democratic government. It demands that public administration should not only efficient, but above all ethical.

Accountability is a concept that is constantly evolving and often used because it provides an image of transparency and trust for those who run it. Hence it can be considered as an evaluating activity of the implementation process of organizational performance.

Greater decentralization or bringing government closer to people enhances accountability as it can help in reflecting citizen needs and thereby making it easier for citizens to monitor performance of the government and officials. Along with it greater monitoring of public expenditure, social audit etc. can also help in bringing accountability in administration.

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UNIT- 4
TRANSPARENCY

Unit Structure:

- 4.1 Introduction**
- 4.2 Objectives**
- 4.3 Meaning of Transparency**
- 4.4 Transparency and Accountability**
- 4.5 Transparency and Good Governance**
- 4.6 Summing Up**
- 4.7 Reference and Suggested Readings**

4.1 Introduction

In Common parlance, transparency means quality of being done in an open way without secrets. It refers to the increased flow of timely and reliable information which is accessible to all the relevant stakeholders. In other words, transparency is the dissemination of regular and accurate information. Transparency also stands for making actions and decisions visible and about sharing and disclosing the necessary information to the stakeholders involved. In administration transparency denotes a situation where every individual belonging to a particular democratic country has the right to examine or instigate that whether the laws, plans, action, policies or decisions taken by the government are correct or not and whether they are beneficial to them or not. We all have heard about the Right to Information Act. This act emphasizes on transparency by removing the secrecy of administration. It is an effective means to promote democratic ideology. This is why the act is considered a powerful instrument to fight against corruption.

In this block we have so far discussed about rationality, accountability and commitment. Transparency is closely associated with these guiding values of administration. In this unit an attempt will be made to discuss the concept of transparency and its role in administration.

4.2 Objectives

Transparency is very effective for administration. In the process of governance, transparency refers to the idea that the people have a right to know about the working of government. At the same time, it also means that the government has an obligation to provide that information to the citizens. It helps in strengthening the relationship between employers and employees. After reading this unit you will be able to:

- *explain* the meaning of transparency
- *trace* the relationship between transparency and accountability
- *examine* the role of Transparency in Administration
- *draw* the connection between Transparency and Good Governance

4.3 Meaning of Transparency

In the contemporary administrative system transparency can be considered as a keyword. Particularly with the rising popularity of democratic systems this word becomes much more important. However, you must remember here that transparency also talks about responsiveness and efficiency. Excessive secrecy in public administration may degrade the system and the citizens may not get the chances to take part in the process. This may lead to the misuse of public power and resources. In the long run, it will have negative impact on the society as well as the governance. Transparency by standing for information disclosure and dissemination and access to decision making may provide the necessary environment for good governance. Therefore, in the present time transparency is very significant as it holds the government or the system accountable, promote good governance, improve public policy by widening the participation of the people, and make the policies more effective. Moreover, it also acts as an effective tool to combat corruption. Transparency can be found in different spheres of administration. Transparency has been conceptualized in different ways: it stands for increased democratization and performance. Thus it denotes for responsible government. It leads to building trust in the government as well as the whole system. In public administration, transparency implies access to public information like policy documents, cartographic information as well as

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registry data etc. Digitalization of public information also helps in the way of providing a transparent system. However, there is a debate over transparency and privacy at times because of use of such data. We all know that public administration also stores huge personal data for implementing public policies. Therefore, it has to be more accountable for the use of such information which also requires the system to be more transparent. Transparency in public administration also leads to good governance. Transparency, speaks about rules, plans, processes and actions. It means that the criteria, processes and systems of decision making are openly known to all in a public manner. Transparency includes not only making information available and accessible to stakeholders. It indicates that the government is citizen centric and service oriented. Transparency directly leads to more participation. It allows citizens to monitor its performance and participate in the decision making process. While discussing the meaning of transparency, we must note that it has a great impact in the process of public administration reform. By promoting the level of efficiency, effectiveness and responsiveness, it has paved the way for good administration. Again, we must note that transparency in public administration is sustained by the use of new modern information and communication technologies. The computerization of public data as well as the administrative procedure has led to higher level of transparency as well as good governance.

Here you must remember that transparency has many faces. In “Research Handbook on Transparency”, Robert Vaughn and Padideh Ala’i (eds 2014) tried to explore many faces of transparency. They are of the view that transparency used to promote a number of values, such as rule of law, due process of law, democracy, participation, anti corruption initiatives, human rights, economic efficiency, environmental protection and promotion as well as the growth of trade and investment. (Padideh Ala’i, 2015). However, they have identified three interrelated perspectives of transparency. They are —

- i) **Good government perspective:** It is related to the implementation of the concept of procedural due process of law.
- ii) **Market regulated perspective:** it analyses transparency from the point of view of concentration of private power.

- iii) **Human Rights Perspective:** from this perspective transparency is connected to human rights by exposing human rights abuses in different forms.

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4.4 Transparency and Accountability

In this block we have already discussed about accountability. We know that transparency and accountability are closely linked. Infact we can say that transparency is the central theme of accountability. Many believes that transparency is the pre condition of accountability. Accountability is defined as a process of “being called to account to some authority for one’s actions.” Or a process of “giving an account”. Accountability can be achieved through the mechanism of transparency.

Again we all know that lack of information or inaccessibility to information creates sense of disempowerment, mistrust among the citizens. Transparency empowers people by making government accountable to disseminate information.

While on the one hand transparency ensures accountability, it also enables participation.

Stop to Consider:

Transparency: An Effective weapon against Corruption

Global Corruption Report 2003 noted that “Information is perhaps the most important weapon against corruption.” Accessibility to information plays a key in curbing corruption because

- i) Free and guaranteed access to information enables citizens, media and enforcement agencies to use official records as a means to uncover cases of corruption and maladministration.
- ii) Higher transparency may lead to the risk of detecting corruption immediately.

Therefore, 2005 UN convention against Corruption (UNCAC) which calls upon all state parties to ensure public transparency generally, openness in relation to civil servants and funding for electoral candidates and transparency in public procurement and finances has been signed by has been 140 countries of the globe.

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SAQ

Do you think that transparency, accountability and good governance are inter-connected issues? Explain (80 words)

.....
.....

4.5 Transparency and Good Governance

Transparency is closely linked to Good Governance. It is considered to be one of the important ingredients of good governance. Transparency means that decisions taken and their implementation are done through proper rules and regulations. Transparency therefore stands for following rules and procedures. It makes the authority accountable to the general public. It also stands for free and easy accessibility of information. Non-secrecy and openness of information are key to a transparent government. Hence, we can say that higher degree of transparency will lead to a higher level of good governance.

Good Governance stands for implementing policies through cooperation. The virtues of openness and clarity of transparency makes way for good governance. It gives chance to effective participation of all sections of the society in the administrative process and encourages policy makers to work for the marginalized and the needy and also for the greater good of the society.

Transparency is closely associated with all the elements of good governance like accountability, rule of law, efficiency etc. It helps the common public to know about the implementation of the rule of law which we all know is a significant feature of good governance. Transparency can check corruption in the government offices. Because, transparency demands accountability. Moreover, there is a saying that power corrupts man and absolute power corrupts absolutely. Transparency by making the decision makers and authority accountable to the common public checks corruption. It thus, promotes equity and brings effectiveness and efficiency in administration.

Most importantly, transparency brings inclusiveness in the system by providing the opportunity to different sections of the society to ask for their rights and whenever needed to question the authority. In the process, the

minorities, the disadvantaged groups etc all feel inclusive in the system. It thus promotes equity. Transparency is very important in order to implement all the development schemes of the government in the proper way.

In other words we can say that transparency serves to achieve accountability. It means that authorities can be held responsible for their actions. Without transparency and accountability there will be loss of trust among the governed and those who govern. As we have discussed earlier, one important virtue of transparency is openness which further helps in strengthening democracy. Thus it leads to effectiveness of government. It creates a conducive atmosphere for good governance as the relationship between the public and the rulers is strengthened. In India, there are various provisions for bringing transparency in the day to day administration through technical intervention. For example, implementation of e- Office, e-Leave Management system, employee information system etc.

Check Your Progress:

1. Discuss the meaning of Transparency.
2. What is the relationship between accountability and transparency
3. How do you define good governance? How transparency can be a mechanism of good governance?

4.6 Summing Up

After going through this unit you are now in a position to explain the meaning of transparency. In public administration transparency is very significant as it leads to more openness and clarity. Moreover, it stands for easy accessibility of data. Computerization has helped in the process of storage of data which in turn helps in making administration more transparent. Transparency by standing for information disclosure and dissemination and access to decision making may provide the necessary environment for good governance. Transparency stands for increased democratization and performance and makes the government more responsible. Reading of this unit has also helped you in learning that there is a close connection between transparency and accountability. Besides, Transparency also leads to good

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governance. The virtues of openness and clarity of transparency makes way for good governance. It gives chance to effective participation of all sections of the society in the administrative process and encourages policy makers to work for the marginalized and the needy and also for the greater good of the society.

4.7 Reference and Suggested Readings

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Links:

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UNIT-5: COMMITMENT

Unit Structure:

- 5.1 Introduction**
- 5.2 Objectives**
- 5.3 Organizational Commitment**
- 5.4 Debate on Commitment v/s Politicisation of bureaucracy**
- 5.5 Various components of the concept of Commitment**
- 5.6 Advantages of Organisational Commitment**
- 5.7 Leadership and Commitment**
- 5.8 Commitment and collective action**
- 5.9 Summing Up**
- 5.10 References and Suggested Readings**

5.1 Introduction:

Commitment is a very important concept in the field of public administration. It is because whenever an organization is set up, it is set up with certain goals and vision. These goals and ends can be best achieved by persons who are engaged in that organization. If the persons working within the organizations feels motivated, then they will get attached to the organization, and when they get attached to the organization, then only they can give their best and can implement successfully the goals of the organization. This attachment to the organization where one is working is termed as organizational commitment. The concept of organizational commitment plays a pivotal role in determining successful working of the organization. It plays a very crucial role in assessing the loyalty of the employees towards the organization. We all know that the success of any organization depends mainly on the successful implementation of the programmes within it. And it is true that the motivated and committed employees can best serve the purpose. In this particular unit, we will make an attempt on our part to deal with the concept of Commitment in its entirety.

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5.2 Objectives:

This unit deals with the concept of Commitment, which is a very important concept in the field of Public Administration. After reading this unit, you will be able to:

- *Understand* the meaning of the concept of Organisational Commitment.
- *Analyse* the differences between the two concepts of commitment and politicization of the bureaucracy.
- *Examine* the importance and significance of commitment in the success of organizational goals.
- *Describe* the various components of the concept of commitment.

5.3 Organizational Commitment:

Organizational performance is a very complex issue and at the same time, a very important component for assessing the activities within the organization. It is complex issue because various components are there which make up its composition and there is no homogenous measure for it. Organizational commitment (OC) and Public Service Motivation (PSM) always has its impact on employees' performance. Various researches have highlighted on this aspect. For example, research by Meyer and Allen (1997) and others have very nicely projected the fact that organizations always value OC because it has a positive impact on good performances of employees and work motivation and it helps in decreasing absenteeism and turnover from the organization. Committed employees are always assets for any organization because they work with complete dedication and also show creativeness or innovativeness which are vital for maintaining an organizations proactive attitude (Katz and Kuhn, 1978). Organization Commitment (OC) is considered to be the bond which an individual develops with the working organization. Thus, there is some common agreement on the fact that the values emanating from OC and PSM potentially have considerable effects on public service performance. It needs to be mentioned here that human resource (HR) management policies and OC are very much connected issues because within an organization, HR policies have the major aim of

increasing the levels of commitment so that positive outcomes can be achieved (Adler and Corson, 2003). (https://www.jstor.org/stable/20447673?seq=3#metadata_info_tab_contents)

One of the most popular framework of the concept of organizational commitment is based on the works of Porter and his colleagues (Mowday, Porter and Steers, 1982; Porter, Crampon and Smith, 1976; Porter, Steers, Mowday and Boulian, 1974). They have conceptualized Commitment as an individual's identification with and involvement in an organization. Similarly, O'Reilly and Chatman (1986) defined Commitment as a psychological attachment felt by the person for the organization. (https://www.jstor.org/stable/976829?seq=2#metadata_info_tab_contents)

Thus, OC is regarded as a very important concept and is viewed as a psychological contract (Castaing, 2005; Rousseau, 1989). Various studies have suggested that various factors have their impact on OC. Berman and West (2003) suggested that factors like workload, work schedules, responsibility and authority, working relationship with immediate supervisors, interpersonal relations, specific behaviour of employees and managers, job security, rewards, promotion, career development, loyalty etc could be a part of this psychological contract involving employers and employees. From the above discussion, it is clear that a psychological contract is simply a subjective perception about employment relationship and is concerned with the beliefs about mutual obligations of both the employer and the employees. Various studies again highlighted on the fact that the violation of these psychological contract leads to negative work attitudes such as higher employee turnover, decreased job performance and reduced commitment to the organization. Thus, OC is very essential for the development of human capital and a lack of OC can have serious negative implications. Employees with higher levels of OC can fully devote their time and energies towards organizational development. In the current scenario, organizational change is a continuous process which requires support of all who are there within the hierarchical structure. Employees with the higher levels of OC can facilitate the required changes within the organization and can ensure its successful implementation. Keeping this at the back of mind, it is believed that the human resources strategies related to employee recruitment, retention,

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reward and incentive policies need to be defined in a holistic manner so that the primary objective gets fulfilled which is encouraging the employees to possess the appropriate level of OC. Thus, from the above discussion, it is clear that PSM is reinforced and strengthened by OC and OC and PSM have a positive impact on performance. (https://www.jstor.org/stable/20447673?seq=3#metadata_info_tab_contents)

The following paragraph will explain nicely the role of **commitment** in bringing about organizational effectiveness. ‘Other thing being the same, an organization that has competent, satisfied, *committed* and dynamic people is likely to do better than an organization that scores low on HRD outcome variables. In the same way, an organization that has better HRD climate and processes is likely to be more effective than an organization that does not have them. It is stressed that HRD outcome variables are a step closer to organizations effectiveness. This relationship is depicted in a model linking HRD instruments processes and outcomes and organizational effectiveness’ – Indian Journal of Industrial Relations, vol. 36, July 2000. In today’s scenario, organizations need to be more competitive in order to meet the growing challenges from different fronts. Also, the globalization phenomenon has led to the emergence of the survival of the fittest syndrome. Under this changed circumstances, it is increasingly being realized that machines, technologies and systems only have limited competitive potential, but human resource is the only factor in the value creation process which has got immeasurable growth potential and thus, it is viewed as the most critical to competitive success. Thus, the above discussion proves the fact that the probability and potential for growth in any organization depends to a large extent on the aptitude, resourcefulness, integrity, coverage and dedication of men at all levels. It is true that the overall systems are intended to achieve organization-wide goals and contribute towards organizational effectiveness and productivity and this goal can be best achieved through committed employees. Without high morale and motivation, work is drudgery and supervision is mere slave driving and the employees cannot be forced to get committed towards the organization. (Simmi Agnihotri; ‘Morale, Motivation and Job Satisfaction affecting Human Resorce Management’ from the Book: Public Administration in the New Millennium- challenges and Prospects

edited by S R Singh, PPS Gill, Sewa Singh Chauhan and Sanjeev K Mahajan, 2003).

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5.4 Debate on Commitment v/s Politicisation of bureaucracy:

We all know that our country is a vast country which is rich in resources. But despite all the glorious past and rich heritage, the present scenario seems to be quite distressing. The malpractices and unethical practices have become cancerous and have engulfed the entire system. The politicization of the bureaucracy has led to degeneration of the entire system. It needs to be mentioned here that the first two decades soon after independence witnessed significant progress on many fronts and the country seemed well set on the path of steady advancement. However, slowly and slowly, the system has started witnessing serious difficulties and consequent decline. The emergence of groups of unprincipled politicians and “committed” civil servants led to the encouragement of unaccountability and resort to corrupt and unethical practices. This extraordinary precedence given to the rule of “committed” or “loyal” elements in the various services by the political masters has ultimately resulted in thoroughly undoing the laid down principles, rules and regulations. (Depoliticise Civil Services: An Agenda for New Millennium; H Pathak and P Pathak from the book: Public Administration in the New Millennium- challenges and Prospects edited by S R Singh, PPS Gill, Sewa Singh Chauhan and Sanjeev K Mahajan, 2003).

Here, we need to understand properly as to what is actually demanded by the concepts of civil service neutrality, commitment on their part, politico-administrative dichotomy, politicization of bureaucracy etc. The sine-qua-non of sound administrative system is the presence of efficient, disciplined and contented civil service. The service must be neutral in the sense that they must be above party politics and should not have any political considerations. This political neutrality and impartiality of the civil servants needs to be preserved and the responsibility for this lies equally with the political executive as well as the civil servants. However, as truly observed by Paul Appleby, the civil servants should not confuse between the two concepts of ‘political neutrality’ and that of ‘programme neutrality’. When the policies are formulated, it is the duty of the civil servants to render free

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and frank advice to the political executive and it should not be coloured by any political considerations. And once the policy is formulated, it is the duty of the civil servants to implement the policies successfully. But the traditional concept of civil service neutrality has to confront several difficulties in the context of a democratic socialist order because the civil servants here are endowed with the twin tasks of development and democratization, where strict conformation to ‘politics-administration dichotomy’ is not possible. It is not possible to treat the administrative and political tasks as two distinct and distinguishable functions. It is because bureaucrats these days are increasingly involved in the process of policy-making and more particularly in developing countries this involvement of bureaucrats is very high. Thus, in the present situation what is demanded from and expected from the civil servants is that they should be committed no doubt, but this committed means committed to the Constitutional norms rather than the party in power. It is because political neutrality does not imply indifference towards action or passivity of mind nor does it mean soullessness in the implementation of policies. It simply demands civil service committed to the Constitutional norms and its philosophy and values. But instead, if the civil service gets committed to party politics, then that commitment unfortunately means politicization of service.

5.5 Various components of the concept of Commitment:

From the above discussion, we have already understood that Organisational Commitment is simply the psychological attachment of an employee towards the organization where he works and it plays a crucial role in assessing the loyalty of the employee towards his organization. It is true that the engaged and satisfied employees are always an asset to the organization because their commitment and dedication helps the organization to reach effectively the goals. It is because such committed employees adopt a proactive and constructive approach to boost growth and development in the organization. There are various factors which determine organizational commitment, which are like:-

- (1) Rewarding the employees for their good efforts serves as an incentive which keeps them happy and satisfied in the workplace and thus have a direct impact on their organizational commitment.
- (2) Also, good leaders who have a better understanding of the human nature and behaviour, are always able to handle their subordinates effectively and thus the employees gets committed towards the organizational goals and objectives under able leadership.
- (3) Job satisfaction of the employee acts favourably in creating commitment because whenever the employee feels secure in his job, he trusts that the organization will always do right for him, which makes him committed towards his works.
- (4) Moreover, encouraging decision-making in the employees and involving them in the decision-making process leads to a feeling of ownership within them which leads towards organizational commitment. (<https://www.marketing91.com/organisational-commitment/>)

Apart from the above discussed ones, the following steps can also be taken within an organization so as to improve the level of organizational commitment:-

- (1) Creating a strong teamwork culture and communicating clearly the goals and expectations to the employees.
- (2) Transparency and encouraging open communication within the organization.
- (3) Maintaining proper work ethics within the organisation and fostering a positive work culture there.
- (4) By developing trust and by encouraging innovation.
- (5) Providing constructive feedback and not criticism.
- (6) Efficiently delegating the tasks within the organization.
- (7) By offering incentives. <https://www.questionpro.com/blog/organizational-commitment/>

The following are the three components of the concept of Organisational Commitment:-

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(1) **Affective Commitment:** This type of commitment indicates the emotional attachment of the employee towards the workplace. When an employee has higher level of active commitment, then only he actively participates in the work and offers valuable suggestions and meaningful inputs. Whenever an employee has this type of commitment, he wants to be an integral part of the organization and thus makes a conscious effort to demonstrate his willingness to work through active involvement.

(2) **Continuance Commitment:** This type of commitment gets created when the employee believes that he will lose something important by leaving the workplace and in order to avoid that loss, he remains attached to the organization. This fear of loss may be of different kinds like, fear of loss in terms of friendship, income, social prestige etc. Economic factors like pensions and all also play a decisive role here. The employee gets committed because he feels that he has already invested a vital part of his life and also enough energy in the organization and all these efforts will go in vain if he leaves the job. This type of feelings results in the development of Continuance Commitment.

(3) **Normative Commitment:** Whenever an employee feels obliged to stay in the organization where he has worked for a long time, then that type of commitment is known as Normative Commitment. Here, the employee feels that it will be unethical to leave the job because the organization has already invested in the employee by offering training at significant levels and also the organization provided him with enough chances so that he can feel like a part of an extended family. (<https://www.marketing91.com/organisational-commitment/>)

5.6 Advantages of Organisational Commitment:-

We have already understood the fact that organizational commitment leads to success of the organization. Committed employees are always an asset for the organization. Following are some of the advantages of organizational commitment:

- (1) The committed employees are able to identify themselves with the goals and objectives of the organization and thus help in the fulfillment of the goals.

- (2) Higher level of organizational commitment makes the employee go beyond his usual work capacity and give more and more to the organization. It is because it facilitates job satisfaction and this helps the employee to devote his energy towards organizational works.
- (3) Organisational commitment leads to high morale and motivation amongst the employees which helps them to stay in the organization for a longer period of time. Employee turnover is a serious issue and concern of each and every organization and organizational commitment helps the organization in employee retention for a longer duration. This is cost effective also because it saves the money spent in giving training to the new entrants.
- (4) Moreover, organizational commitment helps the organization to get better quality product because committed employee as well as the management always works towards achieving set targets and deadlines.
- (5) Organisational commitment leads to a feeling of loyalty within the employee and the employee feels obliged and is willing to make sacrifices for the sake of the organization. A positive work culture is created as a result which very much supports the mission and vision of the organization.

It needs mention here that effective leadership always plays a vital role in improving the level of commitment amongst the employees within an organization. Here, we are going to discuss how good leaders can infuse the required level of commitment in the employees, thereby leading to organizational success.

5.7 Leadership and Commitment:

One of the most enduring issues faced by the leaders now-a-days is how to enthuse their subordinates and make them feel motivated and make the most fruitful utilization of the human resources. Despite the fact that affective commitment plays a major role in improving organizational outputs and outcomes and that leadership plays a vital role in its creation, the public management literature was somewhat silent about the leadership factors

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that generate greater levels of affective commitment. However, scholars like Balfour and Wechsler (1996), Park and Rainey (2007), Srithengrung (2011) and Jackson (2013) emphasized on the fact that transformational leadership has a positive impact on workforce commitment. We all have already discussed earlier that affective commitment is an emotional attachment the employee is having towards the organization, including commitment to aspects of work within the organization characterized by internalization of organizational goals, culture and values, willingness to put in entire efforts to further the organizational objectives and an inclination to stand up in favour of one's organization. And in this regard, leadership has a vital role to play. It needs mention here that roughly 30 years ago, Weiner (1982) provided a definition which explained properly the character of commitment. Organizational commitment is the totality of internalized normative pressures to act in a way which meets organizational goals and interests. However, this definition was later on refined in order to discriminate between different aspects of organizational commitment, using a multidimensional construct that was developed and tested by Allen and Meyer (1990) reassessed by Jaros (1997) and re-evaluated by Meyer (2002) and Jackson (2013). Various researches proved that different levels of commitment have their own role in organizational success. Allen and Meyer (1990) proposed a three-dimensional measure of organizational commitment: affective, normative and continuance commitment. A re-statement of Allen and Meyer (1990) very well highlighted the fact that a workforce having affective commitment engages properly in the various organizational tasks because they choose to and want to do so. Again the workers having normative commitment do their works properly because they feel morally obliged to do so and the employees with continuance commitment do their works because they need to do so in order to retain their employment or to avoid sanctions. Thus, it is clear to us from the above discussion that employee retention is a significant issue which is faced by the organizations. Some of the researches have linked higher levels of organizational commitment to lower turnover rates (Moynihan and Pandey 2008). If the turnover rate is higher, that adversely effects the organization in terms of financial aspects. It indicates a loss of institutional knowledge

and the cost of searching for, hiring and then providing training to a new employee. It may also cause the organization to bear the cost of lower productivity unless the new employee picks up proper speed of work. Also, those who are highly committed may require less supervision (Ivancevich 2005) and ‘willingly give something of themselves in order to contribute to the organisation’s wellbeing’ (Kim 2005). Thus, the above discussion proves the fact that good leadership can increase commitment levels of people within that organization which may significantly impact the financial performance of the organization. (https://www.researchgate.net/publication/269106216_Fostering_Affective_Organizational_Commitment_in_Public_Sector_Agencies_The_Significance_of_Multifaceted_Leadership_Roles)

5.8 Commitment and Collective Action:

In recent years, various studies have projected the role of commitment in the field of collective action. It is true that all the organizations have certain objectives and goals and individual commitment is an important factor affecting the collective action systems. Individuals with higher level of commitment contribute towards good collective action because they are more likely to get engaged in behaviours oriented towards the collective good. Thus, commitment can motivate individuals to act cooperatively in pursuit of shared collective ends. There are tremendous importance of informal mechanisms in generating the appropriate level of commitment amongst workers. Informal mechanisms such as leadership style, participation in the decision-making process, greater autonomy and discretion and shared norms and values can go a long way in enhancing levels of participant commitment and the willingness to work cooperatively towards attainment of common goals. The informal social structure serves as the primary basis for creating and sustaining commitment amongst members in the organization. Buchanan (1974) emphasizes on the fact that commitment reflects a sense of identification with the organizational mission, involvement in one’s organizational duties and loyalty and affection for the organization. Thus, commitment is regarded as a valuable pre-requisite to effective co-operative efforts. According to Miller (1992), an effective way to build credible commitment in an organization is by establishing structural

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arrangements that provide the employees with the confidence to invest in the organizational productivity. For example, employees may be allowed to participate in the organizational problem solving process and high-level decision-making and then the employee can feel an increased level of confidence in management's policies. Also, highly visible training and education programmes are signals to the employees that they are considered as valuable human capital to the organization and that they are expected to be associated with the organization for a longer period of time. It is believed that if a high degree of autonomy is given to the members in solving their internal problems, then a high degree of commitment for co-operation can be developed amongst the members of the organization. But at the same time, it is true that in addition to this high degree of autonomy in handling internal matters, it is also very important to create an organizational incentive system so that the group as a whole is encouraged to engage in the activities which are conducive to organizational success. Both the organizational behaviour and the Rational choice perspectives converge on the importance of informal social mechanisms in the process of building commitment amongst the organizational members in order to achieve collective objectives and they focus on the fact that centralized, bureaucratic structures of the past will no longer be an effective means for achieving the desired results. Rather, decentralized and mission-driven organizations have become an important alternative. Ultimately, the success of an organization depends on the self-motivated members who are very much committed to one another and to the mission of the organization. <Robertson, P. J., & Tang, S. Y. (1995). The role of commitment in collective action: Comparing the organizational behavior and rational choice perspectives. *Public administration review*, 67-80. https://www.jstor.org/stable/976829?seq=2#metadata_info_tab_contents>

Stop to Consider:-

Certain Points needs to be discussed here, which highlights on the importance attached to 'commitment' and 'accountability' by various organizations:

- United Nations Development Programme (UNDP) has identified the process of good governance with certain elements which are like, consensus, people's participation, transparency, accountability, effectiveness, equity and rule of law, as a part of its agenda for social, human and gender development in the developing countries (UNDP, 1999; Osborne, 1999).
- The World Bank has emphasized on administrative and management reforms. Thus, it has focused mainly on the sound management practices so as to combat corruption and to improve efficiency, effectiveness and accountability in the domain of administration.
- Similarly, the IMF has also recognized the vital importance of rule of law, efficiency, accountability and control of corruption so as to promote stability and sustainable growth. (https://www.jstor.org/stable/42753695?seq=1#metadata_info_tab_contents)

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Stop to Consider:

We can again discuss here certain propositions regarding the concept of organizational commitment, as highlighted by Meyer and Allen (1997). Three broad propositions are:- firstly, organizational commitment can be regarded as having an affective component which refers to the employee's emotional attachment and involvement in the organization. For example, employees who are committed are likely to be less absent in workplace and also unlikely to leave the organization. Secondly, organizational commitment also has its continuance or calculative side, when individuals become bound to an organization because they have already invested in it and thus, cannot afford to leave it (for example, a pension plan). Thirdly, organizational commitment has the normative aspect which reflects the employee's feeling of obligation to remain within the organization (for example, selection, socialization procedures, loyalty attitudes etc). (https://www.jstor.org/stable/20447673?seq=3#metadata_info_tab_contents)

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SAQ:

Q. It is often said that the three concepts of good leadership, Commitment and Collective action within an organization are inter-related. Discuss. (80 words)

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.....

CHECK YOUR PROGRESS:

Q.1. Discuss in detail about the concept of commitment and its importance in the field of public administration.

Q.2. Discuss about the concepts of Committed, Politicised and Neutrality in the field of Civil Service.

Q.3. What are the different types of commitment? Discuss the role of good leadership in building up collective commitment within the organization.

5.9 Summing Up:

Thus, from the above discussion, it is clear to all of us that Organisational Commitment is simply a member's psychological attachment towards the organization, where he/she is working. Commitment plays a vital role in determining whether an employee will stay with the organization for a longer period of time and whether that person will work passionately towards the achievement of organizational goal. However, the level of commitment depends on multiple factors and also vary from one individual to another. Thus, it is the duty as well as responsibility of the leaders of an organization to infuse the members within that organization with the required level of commitment. It is only when all the members are committed towards the organization, then only organizational goal can be achieved and organization can attain success.

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