

Concept Note on
New Paradigms of Governance

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‘Mere good governance is not enough; it has to be pro-people and pro-active. Good governance is putting people at the centre of development process.’

-Narendra Modi

Introduction

The concept of ‘governance’ is not new. It is as old as human civilization. It has over the years gained momentum and a wider meaning. Apart from being an instrument of public affairs management, or a gauge of political development, governance has become a useful mechanism to enhance the legitimacy of the public realm. Governance is "the process of decision-making and the process by which decisions are implemented (or not implemented)". The term governance applies to corporate, international, national, local governance or to the interactions between other sectors of society. The concept of ‘good governance’ often emerges as a model to compare ineffective economies or political bodies with viable economies and political bodies. The concept centres on the responsibility of governments and governing bodies to meet the needs of the masses as opposed to select groups in the society. Governance is not about government; it is partly about how governments and other social organizations interact, how they relate to citizens, and how decisions are taken in a complex world. Thus governance is a process whereby societies or organizations make their important decisions, determine whom they involve in the process and how they are made accountable.

In modern societies, with the increasing role of the state in social and economic fields, emphasis on the quality of its governance is of prime concern to all. Our system of governance is founded on the lofty principle of rule of law, wherein the state power is divided amongst three chief organs, each under a duty to conduct itself in a manner that sub serves the common good of all and achieves the objectives of a welfare state. Governance relates to the mechanism, structure and process that guide political and socio-economic relationship of a country. It is a holistic approach comprising of three interconnected spheres of government: political, economic and administrative. In most cases, governance failure has been marked as the prime hindrance towards development. Good governance is an acceptable goal for public servants to strive for professional excellence, to be more transparent and fair in all of their transactions and respond with integrity to the demands of the citizens. It is, therefore, not an end in itself, but a means of achieving

wider goal of public interest. All this requires experts and professionals in public bureaucracy to be achievement conscious as well as pro-people and value caring.

The Concept

The 1980s heralded a new chapter in the debate about ways of governing. The concept 'governance' gained popularity as 'governability' with the emphasis on adherence to the rule of law. Following the collapse of the Soviet Union and the end of the Cold War, the term 'governance' came to be used to define the reinventing of public administration, particularly in developing countries, to make it more receptive to the needs of globalization. Governance has initiated a critical approach in the development discourse in the new millennium.

The concept of 'governance' is widely used to express a range of new practices of public administration. Governance signifies a widespread perception of a shift in the nature and the role of the state from a monolithic bureaucratic hierarchy towards multi-level institutions that interpenetrate civil society through markets and networks. This implies a related change in state activity from laws and commands to negotiation and diplomacy, the incorporation of non-state actors into the policy process, an emphasis on local self-governance, greater levels of public involvement in decision-making, and a reliance on more reflexive and responsive modes of public policy. Governance is concerned with the changes taking place in the organization of the state and its relationships with private sector and civil society. The attention turns from state – centric analysis towards an understanding of the wider public policy system in which the intuitions of government appear to be involved in process of negotiation, bargaining and compromise with a host of other actors. Normative questions about good, democratic governance have become vital for public administration from the local to the international level. The World Bank has even added 'good governance' to its lending criteria (Williams and Young 1994). The Bank takes good governance to refer primarily to standard liberal democratic practices and norms – representative and responsible government, the rule of law, and an absence of corruption.

The international financial institutions, most notably the World Bank and the International Monetary Fund, were in the forefront of pushing good governance as part of their aid packages. "By governance we mean the manner in which power is exercised in the management of a country's social and economic reforms," was how the World Bank defined governance in the mid-1990s. The Bank identified public sector management, transparency, legal framework, accountability and information as key components of governance. While these components undoubtedly had benefits for the public at large in developing countries, they were especially relevant to the interests of transnational companies seeking to do business in developing countries where the prevailing rules of doing business favoured local players. Thus

'good governance' came to be associated with policies and practices of deregulation, liberalization and opening up of the economy to foreign competition.

For some scholars, the governance debate was triggered in part by the management philosophy advanced by the New Public Management (NPM) experts. A common feature of governance and NPM is a changing view of the role of public officials. Both governance and NPM downplay the role and significance of public officials. In the governance debate, political leadership is tied less to formal elected office and more to matters of political entrepreneurship. Political leaders, in this perspective, have a key responsibility in the development of networks and the pooling of public and private resources. In the NPM vision of the public sector, the role of political leaders is not clear. The public officials have a role in defining the long-term goals of the public sector, and besides should offer considerable discretion to the operative agencies and institutions.

Governance is ultimately concerned with creating conditions for ordered rule and collective action. The outputs of governance are not therefore different from those of government. It is rather a matter of a difference in processes. Governance refers to the development of governing styles in which boundaries between and within public and private sectors has become blurred. The essence of governance is its focus on governing mechanisms which do not rest on recourse to the authority and sanctions of government. 'The governance concept points to the creation of a structure or an order which cannot be externally imposed but is the result of the interaction of a multiplicity of governing and each other influencing actors' (Kooiman and Van Vliet.1993,p.64). The governance perspective also draws attention to the increased involvement of the private and voluntary sectors in service delivery and strategic decision-making. The responsibilities that were previously the exclusive responsibility of government have been shared. Contracting-out and public-private partnerships are now part of the reality of public services and decision-making in many countries.

In response to widespread criticism over the narrow economic definition of governance relied on by the World Bank and the International Monetary Fund (IMF) to explain difficulties with the Structural Adjustment Programmes, the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD) formed a Working Group on Participatory Development and Good Governance. This Committee linked good governance to participatory development, human rights and democratization, and identified the rule of law, public sector management, controlling corruption and reducing excessive military expenditure as important dimensions of good governance. One of the more comprehensive definitions of governance is from the United Nations Development Programme (UNDP). According to UNDP, governance is "the exercise of political, economic and administrative authority to manage a society's affairs. It is a broad concept that encompasses the organizational structures and activities of central, regional and local government, the parliament and the judiciary and the institutions,

organizations and individuals that comprise civil society and the private sector in so far as they actively participate and influence the shaping of public policy that affect people's lives."

Good Governance: Serving the People

Good governance implies service to the people. Government's task is to govern in a way that optimizes the development and welfare of its citizens. Measure of Good governance is how far the government is able to improve the quality of life of its people. Good governance requires building institutions for a capable public sector to enhance administrative effectiveness. It also implies that goals must be set out as clearly as possible. The government agencies should follow the policies that seem most appropriate to achieve these goals. When goals are clear, and performance is regularly monitored and measured, then the goals are more likely to be achieved. Good governance also leads to greater efficiency and effectiveness in delivering public goods and services and reducing corruption. The spirit of good governance lies in ethics and morality. It is adversely affected with the erosion of values, moral deviation, corrupt behavior and actions.

In a modern society, public administration has mainly three goals to achieve -to serve public interest, to establish rule of law and to reflect people's expectations in governmental works (United Nations, 1961). The Standards and Techniques of Public Administration, published by the United Nations (UN) in the 1950s says, "the quality of public administration of a country largely depends on the honesty and integrity of its administrators" (The Standards and Techniques of Public Administration, published by the United Nations (UN),1951).However it is a well-known fact that ethics is not just a set of moral values, in the long term they are essential behavioral traits of an organization, that strengthen the organization's 'Brand Equity' and help ensure stable, sustainable growth. This ethical code, however, also encompasses the traditional ethical ideas of personal integrity, honesty and mutual respect - concepts which deserve considerations in governance framework as well.

No country can remain insulated from the outside world where at every step one or the other ethical dilemmas confront us. One has two options either we wrestle them out of our lives or ultimately be a slave of these dilemmas which would then make us work the way they want. All these factors are impacting the Indian society, posing grave challenges and also offering new opportunities to those who are associated with the governance of the country. In the matter of interface with the citizen there is an enhanced accent on transparency and right to information. With the changing role of the government, the public services are under pressure, which calls for the very restructuring of the public service processes, procedures and the delivery mechanism. Building a more responsive governmental system requires working on mechanisms that increase openness, provide a large number of incentives for participation in public affairs and minimize the gap between

government and the citizens wherever possible. To enhance the capacity and capability of the government, the need is to redefine the role of the government and its functions, keeping in view the changes in the overall socio-economic environment. The focus should be, to serve the public effectively and ensure efficient and cost-effective administration. The term 'governance' gained currency in India with the liberalization of the Indian economy in 1991. The decade of the 90s saw increasing use of the term to explain the failures of development and the policy makers accepted that governance is critical to the alleviation of poverty in the country. The governmental response to these concerns was to focus on administrative reform. It was the Eighth Five Year Plan (1992 – 1997) that pointed out the need to re-examine and reorient the role of the government as well as the process of planning. As a part of re-orientation, the plan indicated the need to restructure public sector, create right type of institutional infrastructure for people to participate and increase the role of voluntary agencies, panchayats and cooperatives. The Tenth Plan (2002 -2007) explicitly stated that governance is at the forefront of the development agenda. The Approach Paper to the Eleventh Five Year Plan (2007-2012) stated that 'all our efforts to achieve rapid and inclusive development will come to naught, if we cannot ensure good governance in the manner public programmes are implemented and equally, in the way government interacts with the ordinary citizen. The National Human development Report (2002:124) laid down the following agenda for building state capacities, strengthening public service delivery mechanisms and creating effective institutions for decentralization.

- Devolution of Power to manage local affairs and decentralization of decision – making.
- Civil Service Reform aimed at improving transparency, accountability, efficiency and sensitivity in public administration at all levels.
- Enforcing incentive/disincentive structures that truly reflect social values and norms.
- Procedural reforms covering all aspects of government's interface with public.
- Empowerment, particularly of women, the marginal and the excluded.

In a country like India, which has the largest number of poor people in the world and also ranks high on the list of most-corrupt nations, good governance involves fighting corruption, improving bureaucratic and political accountability and promoting people's participation and public-private partnerships. Widespread corruption is the most-quoted example of poor governance in India. The planned model of development pursued since the 1950s which vested vast discretionary powers in bureaucrats and created the 'license permit raj' aggravated the corruption problem. To move files even at the lowest levels of bureaucracy required speed money. In an economy, where licenses were required for producing virtually anything, shortages became the order of the day and this created even more opportunities to demand and receive bribes. The poor were particularly badly

affected as they often did not have the money to grease the palms of corrupt government servants without which they were unable to access even the most basic necessities of life such as food, employment, health care or education.

As corruption flourished, successive governments took various measures to try and stem the problem. The Anti-corruption Laws (Amendment) Act 1964 was enacted with a view to make the anti-corruption laws more effective and to ensure speedy trial of cases. The Central Vigilance Commission came into being in 1964. Conduct rules of public servants were reviewed and loopholes plugged. A Prevention of Corruption Act was enacted in 1988 incorporating various corruption-related provisions of the Indian Penal Code. Lok Ayuktas were set up in different states to address the corruption problems at the state level. Despite these measures and substantial economic reforms to eliminate the License Permit Raj, India remains one of the most corrupt countries in the world. In 2002 India ranked as the 71st most corrupt country among 102 countries surveyed by Transparency International. India's score of 2.7 out of 10 was even lower than the 2.9 in 1999, indicating that the corruption problem is only getting worse. The critical role of State in the delivery of public goods and services can be realized only through an efficient, effective and responsive administration delivering quality public service. Measures for administrative reforms have, therefore, acquired urgency as the framework for an effective administration capable of quality service needs to be achieved. High quality and effective public services are a vital part of a modern state as people are entitled to expect that services which are often central to their lives, should be responsive, sensitive to their needs, easy to use, flexible and efficient.

Initiatives for Good Governance in India

In recent years, the government, both at the central and state levels, has tried to improve the quality of governance. Andhra Pradesh has set up a Centre for Good Governance with the effort being to use Information Technology to improve the quality of services, particularly for the poor and marginalized. This followed the Conference of Chief Secretaries held in November 1996, which adopted "an agenda for an effective and responsive administration". The action plan included initiatives to make administration accountable and citizen-friendly, ensuring transparency and right to information, taking measures to cleanse and motivate civil services.

One of the important initiatives in this regard has been the publishing of citizen's charters by a large number of government departments and enterprises. These charters, modelled on what the UK government under the former Prime Minister, John Major did in the 1990s, seek to provide citizens with information on the service they can expect from a government department and the redressal mechanisms that are available to them in case of grievances. But often these charters have been prepared in a top-down fashion with little involvement of staff within the department. As a result, government employees are by and large ignorant of what these charters are all about. The departments have also not taken steps to publicise these charters with the result that citizens are not able to use them in any useful manner. For instance, more than 30 nationalized banks have published

citizen's charters but copies of these are not available to the public on demand. The basic premise behind the charters has been to treat the users of public services as 'customers' thereby improving delivery through contractualization of public services. However, these charters were, at the most, soft contracts with more or less moral connotations without any legal consequences and could not have any significant impact in improving delivery of public services in India. Therefore the Twelfth Report of the Second Administrative Reforms Commission (ARC) called for further improvement in delivery of public services in 2009. In response, since 2009, around twenty states/UTs in India have enacted Right to Service Acts(RTS) or popularly called Public Service Guarantee Acts to ensure time – bound delivery of public services to its citizens. Under the Act, government servants are liable to deliver notified services in a stipulated period failing which they are liable to be penalised. Thus, by setting up standards of service delivery and through a system of rewards and punishments, the increasing demands for transparent, open and accountable government are premised to be met.

Local Self-Government

The passages of the 73rd and 74th Constitutional Amendment Acts in 1992 were important steps to improve governance through greater people's participation and accountability. These amendments which gave legal sanction to the establishment and functioning of local bodies like panchayats, bringing them under the control of village councils or gram sabhas, have helped poorer sections of society demand greater accountability of government service providers. The reservation of one-third seats for women in panchayati raj institutions has enabled even women in areas with strong feudal traditions to have a voice in decision-making. This is not to suggest that panchayati raj has been a success throughout the country in terms of enforcing greater public accountability. States like Kerala, which have a higher rank in terms of social development, have clearly been able to use panchayati raj to benefit its poorer citizens than more backward states like Uttar Pradesh and Bihar.

E-governance

More recently, the spread of e-governance initiatives have had a positive impact on the quality of governance though their number and spread is still limited. In the Dhar district of Madhya Pradesh, some 30 info kiosks run by local soochaks, or operators, make available over a dozen government services, records and certificates to people in around 600 villages. The villagers pay between Rs. 5-20 for the service, a pittance compared to the cost, time and bribes that would have been necessary to obtain the records from the district headquarters. Similarly the computerization of land records in several states like Andhra Pradesh, Karnataka, Maharashtra and Himachal Pradesh has made it easier for people to obtain key documents with ease.

Public-Private Partnerships

The latest initiative of the government to improve the quality of governance appears to be to promote greater public-private partnerships. Since the 1980s various NGOs have been involved in efforts to improve the quality of public services by mobilizing the community to participate in and demand a greater say in the delivery of government services. Often international lending institutions such as the World Bank have made such NGO participation mandatory for extending financial support to government schemes. But now the government, in keeping with the prevailing spirit of promoting private enterprise, is seeking to redefine the nature of public-private partnerships by giving a much bigger role to private entrepreneurs in the delivery of government services. In January 2003, the Prime Minister's Office issued a directive to a large number of ministries asking them to buy services from the private sector. For instance in the case of education, instead of utilizing scarce funds to construct a single school building, the government will spend the same amount in leasing several buildings for schools to be run by the private sector, with the fees for students being paid by the government to the private service provider. Similarly, in the case of health, the government will provide vouchers to households below the poverty line to allow them to avail of services from empanelled health care organizations run by the private sector, including NGOs. According to The Economic Survey 2002-03, "there is considerable scope for improving the delivery of social services, such as health care, by promoting community and private sector participation. What is required is a change in the paradigm of the public sector 'providing' public goods and services, without necessarily 'producing' them itself."

Innovative as this approach may be, it remains to be seen if it could improve the quality of governance. Unless widespread problems like corruption are tackled, there is every possibility that the same problems that plagued the delivery of services by the public sector could impair the functioning of public-private partnerships. Several new laws also have in-built provisions to increase the scope of citizen participation in governance. The Electricity Act of 2003 provides for consultations to be held with citizens groups on regulatory reform including tariff fixation. Similarly, the Consumer Protection Act of 1986 and subsequently new act of 2019 provided for the active participation of consumer groups in enforcing the provisions of the Act. The end objective of these provisions remains the improvement of transparency and accountability in decision-making.

In recent years, a number of civil society initiatives have used a variety of tools to try and improve the quality of governance. Some of these initiatives include:

- Voter Awareness Campaigns: Catalyst Trust- Chennai, Lok Satta- Hyderabad, Public Affairs Centre (PAC)- Bangalore
- Capacity Building for Advocacy: National Centre for Advocacy Studies (NCAS)- Pune
- Public Interest Litigation: Common Cause- Delhi, Peoples Union of Civil Liberties - India's oldest and the largest human rights organization (PUCL)

- Jan Sunwais: Mazdoor Kisaan Shakti Sangathan (MKSS)- Rajasthan, Parivartan-Delhi
- Campaign for Effective Citizens Charters: Praja- Mumbai, Lok Satta- Hyderabad
- Public-Private Partnerships: Disha- Ahmedabad, Proof- Bangalore
- Community-Media partnerships: Express Citizens Forum- Pune

As a result of both government and non-government efforts to improve the quality of governance, there is a slow but definite change for the better. The pace of change will depend a lot on the pressure that people are able to bring on the system to change. After all, as the old saying goes, people get the government they deserve. As a parliamentary democracy India has some of the finest organizational structures of governance. It has two houses of parliament, legislatures in different states and over 200,000 local self-governing institutions. These bodies direct and oversee the functioning of the executive at different levels and geographies. There is an independent judiciary and a free press that provide the checks and balances necessary to ensure accountability. However, the problems of poor governance continue. The numerous public bodies that are mandated to carry out various programmes and spend public funds perform poorly. Laws that are among the finest in the world are often not enforced. Public audits carried out by bodies such as the office of the Comptroller and Auditor General (CAG) routinely point out glaring examples of wastage of public funds and corruption with no follow-up action. Commissions of inquiry are set up to investigate everything from riots to financial scandals only for the reports to gather dust.

Core Element of Governance

Accountability, the core element of governance seems to be missing at many levels. In a country like India, which has the largest number of poor people in the world, good governance has to mean being pro-poor and gender conscious. It involves improving bureaucratic and political accountability, fighting corruption, promoting people's participation, ensuring equity, transparency, and adherence to rule of law and making effective and efficient use of the nation's resources. The poor record of most public agencies in the area of prompt and effective redressal of public grievances is a major cause of public dissatisfaction, and the subject of criticism by elected representatives. It is noticed that many of the government departments and their subordinate offices, which have substantial public interface, where large numbers of public are required to go daily, do not display the required orientation to the needs and circumstances of the public, especially the weaker sections of society, women and the handicapped.

State governments have instituted systems of time bound redressal of citizens grievances which are often monitored through computers and through programmes like e-Seva, Dial your Commissioner, Collector and Superintendent Police in Andhra Pradesh. The district officials are required in many States like Tripura to visit villages and blocks together periodically in order to listen to the grievances of the people, and redress them, on the spot. Janta Darbars are also convened by ministers.

The progress in respect of disposal of public grievances is being monitored in the Central Government by the Department of Administrative Reforms and Public Grievances. The Directorate of Public Grievances in the cabinet secretariat deals with cases of individual grievances for central agencies with a large public interface, and has the power to call officials and the concerned files, so as to give a binding order. Central Ministries like Railways, Posts and Telecommunications have set up Lok Adalats to deal with complaints in presence of the consumers. There are social audit panels of eminent citizens which look into the quality of services of the Postal and Telecommunications Department. There is an ombudsman for the commercial banks. The Central Manual of Office Procedure provides for the fixation of time limits for dealing with public grievances, while the code of conduct rules provide for disciplinary action in case of discourteous behavior of negligence in grievance redressal.

A demonstrable and effective way of ensuring prompt redressal of public grievances would be through the establishment of independent Public Grievances Committees, consisting of eminent citizens. Such committees can be authorized to inspect the adequacy and functioning of grievance redressal systems in various public offices, and report to the Cabinet Secretary (Central Government) and Chief Secretary of state Government, of actions to remedy the system and to take firm steps against negligent officials. It is also possible to set up independent watchdog committees at district level to report to state government on the working of grievance redressal systems. The Himachal Pradesh Specific Corrupt Practices Act makes the omission on the part of an officer to discharge his statutory or bona fide duty a corrupt practice. Similar enactments or the provisions of draft Karnataka Administrative Procedure Bill could be considered to oblige officials to respond to requests of the public.

Governance: The Journey, the Transformation

The twenty-first century should be an era of new forms of Governance different from what we have seen in the past. Due to widespread economic problems and fiscal constraints in the 1980's, governments around the world both rich and poor, concluded that government had become too big, too costly and ineffective. It appeared that the state, once believed to be the prime mover that pushes sluggish economics to progress and provides needed capital, had failed in its noble task. Effects at reengineering and reinventing governments were also exerted, reflecting new thinking on how governments should work. With powerful global trends such as liberalisation and globalization also influencing economics, displacements added to the pressure for change. Because of the problems encountered when government assumed responsibility for development, the new concept of government, uses new term governance; which is anchored on consensus, collective choice, shared responsibility and on the fundamental solutions accountability, transparency, predictability and participation. Governance encompasses the nature of functioning of states, institutional and structural arrangements, decision-making processes, policy formulation, implementation capacity, information flow,

effectiveness of leadership, and the nature of the relationship between ruler and the ruled.¹

Governance therefore concerns not just the integrity, efficiency and economy of government but also the effectiveness in terms of the needs to which government organisation and activity is directed. Good governance implies service to the people. Governments, task is to govern in a way that optimises the security and welfare of citizens. Measure of Good governance is how far the government is able to improve the quality of life of people tangibly as well as intangibly. Even if there is good democracy and good constitution but people are hungry, good democracy and good constitution would mean little. Democracies, accountability, honesty, commitment to service are only processes by which good governance is delivered. Good governance must have its own measures based on the overall performance of the state as measured by the improvement in the quality of life of the people. There is an inherent danger in measuring good governance on the basis of process alone.² In brief, good governance is defined as the use of political authority and the exercise of control over society and the management of its resources for societal and economic development. Good government provides a responsive governmental and state administrative framework, facilitating good governance and, while good governance and economic development must be longer-term goals than good government, the former will not be achievable without attaining the latter. Good government in practice would mean: political legitimacy for the government through democratic elections and transfer of power, political opposition and representative government; accountability through the provision of information, separation of powers, effective internal and external audit, low levels of corruption and nepotism; official competency such as having trained public servants, realistic policies and human rights as indicated by freedom of religion and movement, impartial and accessible criminal justice systems and the absence of arbitrary government power'.³

Institution Building and Capability

Good governance requires building Institutions for a capable public sector to enhance State effectiveness. Once poor systems are in place, they can be very difficult to dislodge. Strong interests develop in maintaining the status quo, however, inefficient or unfair. Good policies by themselves can improve results, but the benefits are magnified where institutional capability is also higher – where policies and programmes are implemented more efficiently and where citizens have greater certainty about government's future actions. Therefore, it is imperative to strengthen the institutional arrangements within which the policies have to work. In a democratic set up politicians set goals and broad strategic directions, but sound institutional arrangements can determine whether the vision of political leaders get translated into effective policy priorities or not.

¹ Sevageldin, I. and Landell, Mills P., Governance and the External Factor, Proceedings of the World Bank Annual Conference and Development Economics, World Bank, Washington, 1991, p-4

² Geingob, Hage G., "Establishing and Maintaining Good Governance in Post Conflict Situations", in Asian Review of Public Administration, Vol. XI, No. 1, January-June, 1999, p. 19

³ British Council Development Priorities and Good Governance, British Council, London, 1993

The rules and norms embedded in the policy making process should be so designed that it curbs the political pressures that can lead to poor decision making and bad outcomes. Evidence across a range of countries has shown that well-functioning bureaucracies can promote growth and reduce poverty. They can provide sound policy inputs and deliver critical public good and services at least cost. But the problem is that if adequate care is not taken then the best designed policy will achieve little if it is badly implemented. Poor quality, high cost, waste, fraud and corruption will effect the delivery of services. This problem can be traced back to the belief that government ought to be the dominant, if not the sole provider of services. But today with liberalisation and globalisation of the economy this concept is undergoing a change; the state has to play the lead role of not provider but facilitator. Good governance also implies that goals must be set out as clearly as possible. For whatever policies the government follows goals should be laid out in detail and the steps toward achieving these goals should be measured as clearly as possible. Then government agencies should follow the policies that seem most appropriate to achieve these goals, modifying the policies as necessary in terms of the best systematic measures of performance available. When goals are clear, when performance is regularly monitored and measured and when those in the state agencies feel that they have a say in how policies are implemented, the goals are more likely to be achieved, and citizens are more likely to appropriate the roles of the government.

Restructuring Public Services

With the changing role of the State, the public services have been under tremendous pressure, which calls for the very restructuring of the public services itself. Building a more responsive state requires working on mechanisms that increase openness, provide a large number of incentives for participation in public affairs and where appropriate lessening the distance between government and the citizen. To enhance the capacity and capability of the state the crisis administration calls for a redefinition of the role of the government, its functions and its real focus to serve the public effectively as much as to ensure efficient and cost effective administration. Governments have to demonstrate a clear vision of the future, based on values that are widely shared in society and leadership qualities. This entails political commitment and continuity, team building for the management of change in government and administration and the setting of priorities as also tangible realistic objectives. Public service reform, if it is to be effectively implemented requires a holistic approach, integrating the multiple human resources, financial, technical and structural factors involved within a demanding environment etc. New Initiatives in Public Service Reforms As a result of this during the past few years especially after the introduction of the New Economic Policy in India both the Central and State governments have initiated programmes in public service reforms, as a strategy towards achieving developmental goals. This is also due to the realisation and recognition that there is an urgent need for administrative reforms to increase the capabilities of the administrative systems in carrying out goals for economic and social development. It has also been observed that the deficiencies in the administrative machinery constitute a major obstacle to the effective implementation of development plans. The conference of Chief Secretaries in November

1996 on // An Agenda for an Effective and Responsive Administration" discussed a number of issues which emphasised the need for bringing about a transformation in the public services to make them more efficient, clean, accountable and citizen friendly. The focus of these discussions has been to evolve a concrete Action Plan, for gearing up the government machinery to provide a responsive, transparent and clean administration to the people and to address issues of reform and morale in the civil services. The Action Plan includes initiatives in the following areas:

- (i) Making administration accountable and citizen friendly;
- (ii) Ensuring transparency and the right to information; and
- (iii) Taking measures to cleanse and motivate civil services.

Such reforms involve the conscious intervention in the bureaucracy to introduce changes, infuse dynamism and motivation, and redefine authority and functional relationships of the people as well as structural units in the bureaucracy. It underscores the fact that there are problems or bottlenecks in the administrative system or the system of governance, which impede the performance of the Government. Such reforms have a primary purpose, which is to support the objectives of national development. In the given context, the concept of administrative reform or civil service reform includes either the structural and behavioural changes or institutional and attitudinal changes. Changes in the administrative apparatus generally rest on the assumption that there is always a better alternative to the status quo. Therefore, in the process of implementing deliberate and planned social actions, the established administrative system is transformed to achieve maximum efficiency and organisational effectiveness and responsiveness in the delivery of services to the people. The efforts are aimed at increasing the capability of the administrative system for accelerating the attainment of development goals.

However, before we proceed further on the types of reforms that are needed to achieve the desired effect on the administrative agencies it would be appropriate to clarify that no reform is an end in itself. Reforms in the administration are a continuous process. There is a permanent place for public service reform in the study and practice of public administration. For this reason administrative reform has to be institutionalised. Every public organisation is expected to keep up with the State of the art and to promote innovation. The other important aspect is that administrative reform will not be effective unless there is a strong political and public support for it. The weakest point in the reform cycle is not diagnosis or formulation but implementation. The follow up of reforms is of immense value in the scheme of reforming efforts, if the reforms are not to remain a paper exercise.

Conclusion

The rapid pace and interdependence of global, political, social and economic developments have necessitated a critical need for improved efficiency and effective public institutions, administrative procedures and sound financial management to confront challenges for sustainable development in all countries.

There is also a need for public administration systems to be sound, efficient and well equipped with the appropriate capacities and capabilities:

- Capacity-building.
- Access and utilization of technology.
- Establishment or improvement of training programmes for public service.
- Strengthening of partnership of the public sector with the private sector and civil society.
- Providing an enabling environment for private sector activities.
- Promotion of the role and involvement of women in public administration
- Development of cross-sectorial, gender-sensitive and multidisciplinary capabilities which supports all phases of the development process.
- Promotion of opportunities for all to participate in all spheres of the public sector;

Accountability to the political executive, independent and impartial functioning of the bureaucracy, a rational system of reward and punishment based on competence and performance would be integral to public services, promoting efficiency and responsive administration. Therefore, governments should promote and protect all human rights and fundamental freedoms, including the right to development, keeping in mind the interdependent and mutually reinforcing relationship between democracy, development and respect for human rights. Governments should make public institutions more responsive to people's needs. The nature and content of governance is changing fast .Governance is becoming more people- centric with focus on their needs and aspirations .Governance has become the most prominent enabler for this.It has brought reach, scale and speed. It can certainly be said that 21st century is India's century with fruits of governance percolating down to the last man.