CHAPTER – 1

INTRODUCTION

I

Statement of the Problem

The question of enhancing the quality of citizen-administration interface in the course of delivery of public services has been a subject of on-going debate in this country. Government initiated efforts in the direction of facilitating public service delivery to clients predate the year 1947, when India achieved political independence. Introduction of diarchy under the government of India Act 1919 was an effort in the direction of delivering the provision of local services to the local elected fora. The Government of India Act of 1935 sought to provide further teeth to the campaign in favour of localization of the delivery of public services.

During the post independence years, relocation of public services in sites within the localities emerged as the dominant thrust in the governmental strategy to forge a close relationship between the providers of public services and their recipients. Proliferation of government agencies resulted from this conscious design; this, in particular, necessitated the creation of a large number of field agencies at various levels. The effort was to make administration reach the doorsteps of the people. Introduction of National Extension Service and Community Development projects in the early fifties was aimed at facilitating a speedier delivery of extension services and other services of local nature to the people within localities. Emergence of Panchayati Raj Institutions in the wake of the recommendations of the Balwant Rai Mehta Committee sought to strengthen popular control over the provision and delivery of a variety of services in the rural areas. At another level, efforts aimed at improving the citizen- administration interface took the shape of steps aimed at combating corruption (the Santhanam Committee Report). The Administrative Reforms Commission, during their five-
year exercise, between 1965-70, specifically dilated on the question of citizen-administration relationship.

In the above context, it would be legitimate to regard the 73rd and 74th Constitutional Amendments of December 1992 as steps to redefine the role of citizens in the process of country’s governance. This in essence was a step triggered by a debate whose genesis could be broadly traced to the mid-seventies; this underlined the glaring economic disparities which had resulted from recourse to a development strategy that emphasized production but unwittingly neglected the distributed aspect of production.

An incidental but significant fallout of the newly developing climate in which the citizen’s rights viz-a-viz the state were becoming acknowledged and underlined was the resurgence of efforts, at the level of the public bureaucracy, to provide a pleasanter face to their day to day contact with the citizen. The Government of India’s eight page document titled ‘An Agenda for Effective and Responsive Administration’ marks the culmination of this effort.¹ Before we dilate on this, it would seem necessary to pause to examine the essential argument of the Alternative Development theorists.

The ‘Alternative Development’ paradigm in the mid seventies raised, basically, the issue of ‘equity’ in the process of development. The protagonists of the new paradigm argued that development had become capital-centred, as opposed to people-centred. And this pattern of development had marginalized people in its concern to build and construct. A grossly iniquitous pattern of development was attributed to an unequal distribution of political power in society, rather than simply to an unequal distribution of economic resources. The need, therefore, was to reorder the societal power structure in such a way as may permit a realignment of power equations in favour of the excluded, the oppressed, and the marginalized.

¹ For detail see Government of India, Department of Administrative Reforms and Public Grievances, "An Agenda for Effective and Responsive Administration", New Delhi, November 20, 1996.
The prime concern of the advocates of Alternative Development paradigm was to bring people, more particularly the poor, to the centre-stage of the process of governance. And the prescription offered was participative governance. This could be achieved by strengthening the forces of decentralization and democratization which would widen and deepen people’s participation in the governance process in general, and decision making fora, in particular. What it further sought to emphasize has been that accountability in participative governance may be structured and patterned to accommodate the parameters of ‘public satisfaction’ and ‘responsive delivery’ of services. This invoked the idea of substantive rather than merely technical accountability, which has been the hallmark of bureaucratic administrations the world over.

The perspective outlined above underlined the need to view the question of citizen-administration interface on a broader socio-philosophical canvas rather than treat it narrowly as a techno-managerial issue. The stress has been on securing a realignment of power equations in favour of the citizen and forcing the answerability on the administration. This thinking has led to the resurgence of the feeling that governance must not cease to be a unilateral process, where the providers have been gripped by a feeling of complacency; that a bilateral approach in the process of governance was needed which will put people in command. In this background, the subject of reforming government to make it more responsive, accountable and citizen-friendly has come to occupy central attention in the agenda for reform of the public bureaucracy the world over.

This has compelled the government in our own country to take a definite view on the question of accountability, responsiveness and citizen participation. The previously-mentioned discussion note (An Agenda for Effective and Responsive Administration) may, in fact, be viewed as a watershed. It marked a clear shift in how the government may regard its interface with people; the document has sought an unambiguous focus on accountability, responsiveness and citizen participation in the conduct of agencies, particularly those with a large public interface. The Chief Minister’s Conference of May 1997 which

followed the November 1996 Chief Secretaries Conference was an attempt to take this line of approach further. It is noteworthy that the document that formed the basis of the said Conference was titled ‘An Action Plan for Effective and Responsive Administration’. Quite evidently, it has been the Government of India’s intention to regard the May 1997 conference the next step forward in their effort towards building a citizen-friendly administration. The Citizen’s Charters, on whose introduction the said Action Plan lays a special stress aim to improve the performance of the service delivery systems and forge closer ties between the providers and the recipients of public services. The ‘responsiveness’ movement has since made steady forays into the states as well.

The 1996 watershed was inspired by the developments taking place within the country as well as movements of similar flavour that arose outside the country. Within the country, the major landmark was the previously mentioned enactment of 73rd and 74th Amendments which sought to empower people in the localities. This movement itself was inspired by an ideological debate on the rights of the people that arose in Latin America under the inspiration of Andre Gunder Frank. A global debate on the subject developed in United Kingdom, United States and elsewhere under the ‘Reinventing Government’ and ‘New Public Management’ rubrics. The formulations of the Public Choice theorists principally shaped the emphasis and the approach of the advocates of the reinventing and the new public management movements. In some ways, the paternity of the idea of citizen-focused administration may actually be attributed to the advocates of New Public Administration who, based on the deliberations of the Minnowbrook Conference of 1968, addressed themselves to the considerations of relevance and equity, and who, in particular, espoused the cause of the underdogs and the marginalised in the society.3

It is in this larger context that one may like to broach the specific question of how effective and responsive has been the system of delivery in the school education sector. As elsewhere, in the realm of education also the providers

have been unilaterally deciding policies as well as executing the same in terms of the particular curricula, pedagogy as well as teachers; the perceptions, priorities and interests of recipients of the service remain unconsidered. It has always been a one-way flow in which the pupils must go on accepting what is given to them, and where they have no voice in influencing the decisions that affect them.

In the entire spectrum of educational provision, the school level education forms a particularly critical stage; inputs from the users of the service need to be encouraged on an on-going basis. The National Commission on Education (1964-66) recognized community involvement as an important input for school effectiveness. The National Policy on Education (1986) in its revised Programme of Action (POA) 1992, also exhorted recourse to micro-planning and effective participative structures to facilitate people’s participation. As is well known the POA is an enabling device or a centrally established framework for facilitating implementation of the recommendations of National Policy on Education at the state level.

However, at the present juncture, the school system offers only a limited scope of interaction between the provider and users of the service. Involvement of users in influencing school education related policies and practices arises mainly through the Parent-Teacher Associations (PTA). The aim behind the institution of PTA has been to promote user participation in the decision of educational bureaucracies so that the bureaucracy-initiated measures may achieve a user focus. The devise, however, performs a very limited role; it at best dilutes the dominance of educational bureaucracy by introducing an element of user-participation but it does nothing to redesign and revamp the bureaucratic structure per se.

In more recent times, there have been efforts which have had the effect of diversifying the range of initiatives which seek to reinforce citizen-focus in

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delivery of school education. These interalia included the District Primary Education Programme (DPEP) which has been merged very recently with the Sarva Shiksha Abhiyan – another central government scheme which subsumed all the existing educational programmes within the country. The DPEP was a centrally sponsored programme focusing on universalisation of primary education. It has sought universalisation of primary education through district planning with emphasis on decentralized management, participatory processes, empowerment and capacity building at all levels. The programme, commencing in 1994, initially covered 7 states. It was, since been extended to 149 districts of 14 states; these included Assam, Haryana, TamilNadu, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Gujarat, Himachal Pradesh, Orissa, Andhra Pradesh, West Bengal, Uttar Pradesh and Bihar. The districts for DPEP were selected on the basis of two criteria, namely, (i) educationally backward districts with female literacy below the national average (ii) districts where Total Literacy Campaigns have been successful, leading to enhanced demand for elementary education.\(^5\)

The DPEP initiative constituted a new approach to the question of management of school education in that it emphasized a structure and service delivery system which would respond to the felt needs of the community at the grassroots level by virtue of the fact that the nodal agency, (the Village Education Committee) was rooted in and has arisen from the local soil. This invested the specific experiment (the DPEP) with the possibility that the local initiative would be able to override an entrenched school bureaucracy and would force a reform of the traditional bureaucratic structure. Establishment of Village Education Committee (VEC), it may be noted, was recommended by the Central Advisory Board on Education (CABE). The recommendation was to the effect that the VECs would be created as sub-committees of the Gram Panchayats. These were to act as statutory bodies, since the VECs would be established by the Panchayats under the powers conferred upon them through the Panchayati Raj Legislations of the concerned states. The Panchayats would be statutorily

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empowered to delegate to the VECs. A particularly noteworthy feature of the VECs relates to their composition. While the village Sarpanch was to act as the VECs Chairman, the Head Master of local school as its Member Secretary. Other members of the VECs whose strength were to vary between 8 and 15, would be drawn from the Parent-Teacher Associations, the Aanganwadis, representatives of the weaker sections and the minorities, and so on.\(^6\)

A variety of other schemes and project in the domain of educational management, more notable, viz., Lok Jumbish project and the Shikha Karmi project in the state of Rajasthan, the Bihar Education project in the state of Bihar, have been adopted in the other states of the country. The basic objective of these initiatives has been to achieve education for all through people's mobilization and their participation.

There has been in the foregoing paragraphs a broad hint of the initiatives specific to the educational sector; initiatives which seek to bridge the gulf between the provider of education, on the one hand, and the pupils and the parents on the other. A study of the current literature concerned with exploring citizen-administration interface in the delivery of public services has suggested a further range of initiatives, both at the level of the centre as well as the state governments, designed to build a specific citizen-focus in a varied range of governmental activities. These include initiatives such as the Citizen's Charter; the Right to Information; the Lok Pal bill; measures aimed, more generally, at achieving demystification of governance (simplification of rules and procedures) as well as the more narrowly focused measures like Lok Adalats, Consumer Protection Acts, and so on. In other words, measures to augment the responsiveness of the service delivery systems and make them more citizen-friendly have not been confined to the educational sector alone; there have been, on the other hand, path-breaking initiatives across the board.

II

Scope of the Study

The ambit of the present research has been indicated as under. This research has been devoted to the study of the initiatives developed for reshaping the citizen-administration relationship in the delivery of public service provisions. The study has first surveyed and analysed initiatives at a more general level with a view to portray an overall, macro-level picture of the strategies which have been evolved to erect a more citizen-friendly administration; strategies which have been deliberately developed to liberate the citizen from the octopus grip of the administration, build a conscious citizen-focus in public bureaucracies and strengthen the citizens’ voice in the governance process.

The researcher has thereafter examined the working of the Parent-Teacher Associations and the Village Education Committees— the nodal agency for implementing the District Primary Education Programme, in order to view the functioning of the two initiatives specific to the educational sector. The aim has been to see as to how the application of particular initiatives in specific sectors of activity have fared: whether, in practice, recourse to particular devices or strategies did bring forth the expected outcomes— enhanced citizen participation, increased user involvement in service delivery and so on.

III

Review of Literature

To explore the nature of citizen-administration interface in the delivery of public services, the available literature on the subject of investigation was reviewed which has been produced below:

Citizens as Sovereigns, a study by Paul Appleby (1962) discusses the role of citizens in a democratic government and brings out the influence that citizens can exercise on their government, individually and collectively. Sammuel J. Eldersveld, V. Jagannadham, A.P. Barnabas in their study, The Citizen and
the Administrator in a Developing Democracy (1968) seek to arrive at a set of
generalizations about public perceptions and attitudes towards government.
Citizens Grievances and Administration: a Study in Participation and Alienation
by A.P. Barnabas (1969) focuses on the aspect of alienation and its effect on
citizen-administration Creation of operational units, close to the grassroots, to
broaden community participation is what H.B.C Spiegal suggests in his study
titled Citizen Participation in Urban Development (1974). ‘Citizen Participation in
Negotiated Investment Strategy’, an article by James A. Stever (1983) discusses
as to how administrative discretion may influence the level and effectiveness of
citizen participation through programme design and its implementation. Stephen
L. Percy’s article ‘Citizen Co-production: Prospects for Improving Service
Delivery (1983) examines the potential impact of citizen co-production on the
effectiveness, responsiveness and equity of service delivery. The article
concludes that citizen participation is crucial to the production of many urban
services.

Citizen participation is of paramount importance for the success, viability,
effectiveness and equity of development programmes and emerges as one of
the most crucial and challenging human issues of contemporary societies
suggests Noorjahan Bava in her study titled Peoples Participation in
Citizen administration and Lok Pal, a study by V.Jagannadham and H.R. Makhija
(1985) deals with the nature of citizens’ grievances against the administration.
Jack DeSario and Stuart Langton’s study, Citizen Participation in Public Decision
Making (1987) focuses on the question of citizen involvement. It challenges the
separation between technocratic (experts) and democratic (citizen) models in
policy making and advocates greater integration among citizen and experts in
public policy and decision making. An administrative system must respond to the
felt needs of the citizens and be sensitive to grievances of the public, suggests
N.L. Mishra in his study titled Responsive Administration with Specific Reference
to District Administration (1989). The author defines responsive administration as
one based on democratic decentralization, decentralized planning and a listening bureaucracy.

Projects with People: The Practice of Participation in Rural Development by Peter Oakley (1991), dilates on a variety of aspects connected with the theory and practice of peoples’ participation. The study focuses on the strategies and instruments needed to turn participation into a live movement. David Osborne and Ted Gaebler, in their study titled Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector (1992), propose an alternative paradigm for administering public systems to make them more responsive. The authors propose schemes designed to achieve greater decentralization and community empowerment. An article by R.C. Mascarenhas ‘Building an Enterprise Culture in Public Sector: Reform of Public Sector in Australia, Britain and New Zealand (1993) examines the experience of these countries in seeking to regear their governance processes according to new public management prescriptions. The Politics of Decentralization: Revitalising Local Democracy, a study by Danny Burns, Robin Hambleton and Paul Hoggett (1994) emphasizes the need to re-invigorate local self governments and, in particular, builds a powerful advocacy for neighbourhood decentralization for strengthening citizen involvement in the governing process. The question of pruning overgrown government personnel regulations and trimming work and procurement regulations in order to achieve better service delivery and greater cost effectiveness forms the emphasis of the John Dilulio’s study captioned Deregulating the Public Service: Can Government be Improved (1994). An alternative approach based on the externalization and decentralization of service delivery has also been proposed by Arvind. K. Sharma in his article titled ‘Reorienting Governance for Speedy Service Delivery’ (1994).

Involvement, empowerment and partnership are the key issues for effective participation suggests D. Wilcox in his book titled Community Participation and Empowerment: Putting Theory into Practice (1994). Community Empowerment: A Reader in Participation and Development edited by Gary Craig and Margoric Mayo (1995) examines empowerment as a strategy of
development. David Farnham and Sylvia Horton in their study Managing People in the Public Services (1996) assesses the impact of new managerialism and examine the extent to which these developments represent a ‘new peoples management’ in contrast to traditional personnel management. Decentralised Governance in Asian Countries (1996), edited by Abdul Aziz and David D. Arnold examines dimensions of decentralized governance and assesses their efficacy in terms of ensuring a meaningful participation of the citizens. Hidlay Laner Schachter in his study Reinventing Government or Reinventing Ourselves: The Role of Citizen Owners in making a better Government (1997) calls for ‘active citizenship’ to foster public-agency performances. People's Power and Panchayati Raj (1998), edited by S.L. Raj and Edward Mathias, underlines the need to promote the power of the people in the governance process. Bureaucracy-Citizen Interface: Conflict and Consensus (1999), edited by R.B. Jain and Renu Khator examines various dimensions of interaction between government bureaucracies and the citizens in developing societies. The volume advocates consensus building between the citizen and the administration and espouses an active citizenship in order to promote a sturdy role for citizens in the process of governance.

India: Year 2000 Assessment, a study of Ministry of Human Resource Development (2000) presents enormous amount of activities in the field of primary education witnessed in the country on an unprecedented scale in the 90s through projects and programmes with strong emphasis on community mobilisation and participation, specifically focused on Education for All (EFA). Administrative Year Book-2000 by Administrative Reforms and Public Grievances (2001) portrays the administrative scenario of the country and focuses on the thrust of the reform drive to make administration effective and responsive in the current phase of challenges of governance. It adequately covers all important trends and developments spanning the entire gamut of public administration in India at central and state government level. Universal Access and Retention: Analytical Report, by Yash Aggarwal (2001) touches important aspects of District Primary Education Programme that clearly
emphasised on decentralised and participatory planning and monitoring of development initiatives. The task of inducing a user-focus in bureaucracy can not be achieved unless sensitisation of the bureau officials and arousal of the user awareness was accomplished argue Arvind K. Sharma and Indu Sharma (2002) in their study titled Inducing Client-Focus in Bureaucracy: The Citizen’s Charters in India. V.K. Agnihotri and A.L. Narula, in their edited work titled, Department of Administrative Reforms and Public Grievances: Through The Ages (2002) advocate that in the wake of the changed emphasis on governance, the role of the governmental functionaries has been shifted from that of controller to facilitator and from provider to enabler. In this changed scenario, the government has to accord a central place to the needs of the common man and his aspirations, requirements and sensitivities. Arvind K. Sharma in his book titled Bureaucracy and Decentralisation (2004) examines the processes through which public bureaucracies adjust their style and substance as they brace up to meet the challenge of decentralisation-a participation centred dispensation.

The survey of literature attempted above has shown, broadly, that studies on the subject until the mid-seventies have primarily focused on the question of the citizens’ perceptions of the bureaucracy and the bureaucratic attitude towards the citizens. The responsiveness, accountability and participation angle have not been invoked in the studies of the earlier period. These have been reflected mainly in the researches after this period. The prime emphasis of these studies has been that unless participation angle in the course of delivery of public services is invoked, the relationship between the citizen administration cannot substantially improve. The present research has sought to generate further evidence on the question of user participation in the ongoing debate on citizen-administration relationship. It has been expected that this may help to further corroborate or contradict the findings of these studies which have viewed the question of citizen-administration relationship from participation and responsiveness angle.
IV

Objectives

To view the question of citizen-administration relationship from responsiveness, accountability and participation angle in the present research certain objectives were defined. Given below has been the detailed statement of objectives:

- To examine the evolution, development and current status of conceptualisation, in administrative theory, of the strands of thought focused on citizen-administration

- To undertake a survey of the movements that have globally developed in the last two decades in seeking to redefine the citizen-administration relationship. These, as is well known have emerged under the rubrics of new public management, reinventing government, responsive administration and similar other labels

- To investigate the extent to which the current ethos, that arose from global movements aimed at building the recipients’ voice vis-à-vis the providers of public services, has sensitised the mindset of the public bureaucracy in the country

- To explore the range and status of the initiatives arising at the level of the Central and State governments designed to forge closer ties between the administration and the citizen

- To analyse the gamut of initiatives which seek to reinforce user-focus in the delivery of school education

- To identify the mechanism available to the users to participate in, and influence the provision of, school education

- In particular, to investigate the role and efficacy of Parent-Teacher Associations (PTA) and Village Education Committee (VEC) with in the
District Primary Education Programme (DPEP) in building interface between the providers and the users of school education

- To ascertain the status of participation of users in decisions of the educational bureaucracy at various levels—formulation, implementation, monitoring and evaluation

- To examine as to how do the users perceive their own role in influencing the policies and practices of the educational bureaucracy

Hypotheses

The objectives primarily revolved around the question of citizen-focus in the public bureaucracies at a more general level and in the education sector, in particular. To examine the defined objectives and to assess the status of user participation in the system of service delivery in the field of school education through the structures of Parent-Teacher Association and Village Education Committee, the evidences from the field have been collected with the help of the following hypotheses:

- The opportunity for users for influencing the provisions of public services is exclusively confined to the points where the deliveries are actually effected

- Parent-Teacher Associations constitute the sole mechanism for facilitating provider-user interaction in the realm of school education

- Deliberations of the Parent-Teacher Association and Village Education Committee largely focus on issues pertaining to day to day delivery of service; these do not impinge upon the policy matters

- The present gamut of the Parent-Teacher Association’s and the Village Education Committee’s is too, circumscribed to permit them to play a role of much importance in the management of the school
• Parent-Teacher Associations and Village Education Committees lack the muscle to secure the implementation of their decisions

• The DPEP will build the empowerment of the clients much more substantially because its implementing organ (VEC) has roots in the local soil

• User-feedback under DPEP will markedly influence the provider’s decisions

• More elaborately organised is the field administration, greater will tend to be the degree of responsiveness of an organisation

• Generally, the more informed are the users, the greater will tend to be their participation and correspondingly more is the likelihood that accountability may be enforced

• The more empowered are the functionaries in the field, the greater shall tend to be the responsive of the system at the operational level

• The user-feedback on the quality of service being delivered does not appreciably influence the decisions of the providers of the school education

VI

Research Methodology

The Parent-Teacher Associations (PTA) operating in the government composite schools and those in the private recognised schools under the Directorate of Education (DOE) of the National Capital Territory (NCT) of Delhi and the Village Education Committee (VEC) operating in the DPEP covered schools in block Gurgaon of the District Gurgaon, in the state of Haryana has formed the subject matter of the present research effort. Delhi, as area of study has been selected because of its diversity of character. The researcher has been able to collect information in diverse areas. As an epicenter of power, authority and activities, the availability of resources and the level of awareness among citizens about their rights was presumed to be greater as compared to other states. Since the device of PTA has been working for more than a decade in the
schools of Delhi, it was all the more necessary that its' performance was documented. In order to confine fieldwork within manageable limits the Directorate of Education of NCT, Delhi was selected.

Out of the total number of 2245 schools under the control of DOE, at the time of field investigation, 987 were government schools and the number of private recognised schools was 1040. Of the 987 government schools 343 were functioning as composite schools. The composite schools have been schools with classes from class primary to senior secondary (i-xii). The origin plan was to select 50 government schools and 50 private schools for the study of school PTAs. Out of the 343 government composite schools 50 such schools Territorially distributed over 11 education districts in the capital were randomly selected for the study. However, the private schools were found to be unwilling to share information. They liked to maintain secrecy and their attitude was one of reluctance in sharing information on the working of PTA. Because of prevalent closed culture, a very explicit hesitation to share their experience on the working of PTA was visible. Any inquiry or any hint that information has been desired on the particular subject i.e. PTA, was discouraged. The responses of all the private schools visited were identical. Hesitation was so visible that it explained the whole story that the private school management had nothing to show because institution of PTA, in practice, was defunct, even if it existed on paper in order to complete the ritual. For this reason, a deliberate decision taken was to confine the investigation of PTAs of private schools to what ever schools actually were willing to part with information. The number of such schools was found to be just about a dozen. Therefore, what was to be a survey of 50 schools was eventually turned into a study of a dozen schools and these have been treated here in the form of case studies.

However, the District of Gurgaon of the neighbouring State of Haryana, was selected to study the functioning of the District Primary Education Programme (DPEP) and its nodal agency i.e. the device of VEC in the district as it fulfilled one of the two eligibility criteria i.e. the low female literacy rate, (which was much below the national average), required to implement the scheme of
uraon, the DPEP was operating in all blocks of the district. Out of the 10 blocks, functional Village Education Committees were selected for the purpose of study on

through survey method—comprising of the method of un-structured interviews. Skilled to collect data from the field to test interview schedules, respectively for the parent-teacher representatives, and the

source of primary data collection (see

us of the study was to gauge the role facilitating a strong community-school ties

respondents of the VECs and PTAs.

unstructured interviews and informal

at hierarchical positions at various levels carried out to elicit information regarding the

towards the functioning of the device of

Officers and Deputy Education Officers
dal activities at the field level were also

views to understand the nature role being

exercise. Unstructured interviews were also

responsible for running the DPEP in schools,

Assistant, Block and Cluster coordinators for

corporate responses on the functioning of

responses of the District Education Officer,

and Block Education Officer within whose

test the entire primary education of the district were also obtained through informal interviews to assess the nature of relationship that existed between the two bodies i.e. the District Education authorities and the District Project Coordinator (DPEP). Views of the community members residing

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around the schools were collected about the functioning of the DPEP and VEC to assess the general level of awareness amongst the community.

The secondary sources comprising of the Statutory Acts, viz., the Delhi School Education Act and Rules 1973, the Panchayati Raj Legislation 1992, the Government Notifications of the Directorate of Education, Delhi and of the Haryana Education Department, the government reports and circulars, books, publications in national and international journals, educational research studies were also consulted to draw relevant information.

Besides, it was originally planned to visit a cross section of the Ministries of the Government of India, to obtain a first hand idea regarding the manner in which a variety of initiatives which have been introduced in the recent years to promote citizen-friendly practices have fared. But, instead, secondary sources were used as in the course of research period, abundant data was available through research studies. In fact, the comprehensive compendium and evaluation reports by the Department of Administrative Reforms and Public Grievances on the performance of citizen-friendly initiatives proved to a very helpful tool for all the relevant information on the subject.

VII

Organisation of Materials

The materials have been presented in seven chapters, apart from this chapter. Chapter 2 has been devoted to the genesis and evolution of the citizen-focus in administrative theory. Chapters 3 and 4 have carried a discussion about the range of initiatives designed to build a specific citizen focus in public bureaucracies at the general level, and in the education sector, in particular. Chapter 5 has been devoted to the study of educational administration in the NCT of Delhi i.e. the different set-ups at different levels and its working. This chapter has also discussed the perceptions of the field officials regarding their role in the delivery of educational provisions in the schools under the DOE, of NCT of Delhi. Chapters 6 and 7 have examined the design and the performance
of the structures of the Parent-Teacher Association and the Village Education Committee within the District Primary Education Programme framework. A detailed discussion on the DPEP and its apparatus also form part of this chapter. The summary and findings presented in Chapter 8 has offered an assessment and marked the conclusion of this work.