



Ethical Leadership in Public Administration and Its Influence on Organizational Performance

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Abstract

Ethical leadership encompasses the moral dimensions of the leadership relationship (Alexander Garzón-Lasso et al., 2021) and is tied to the concepts of moral tone at the top (Hazrati et al., 2016) and a public-value orientation (Saif Gill et al., 2016). It involves both vertical and horizontal dimensions across the public administration trilogy of ethical leaders, agents of public interest, and the broader citizenry within democratic frameworks (Rhodes, 2007). These considerations are expressly relevant to government settings and public-service motivation, in contrast to broader leadership definitions. The literature on ethical leadership is growing, yet research remains limited in public administration. Different theoretical frameworks explain ethical leadership, but few relate these frameworks specifically to public administration and public-sector contexts.

Keywords: Ethical leadership, public administration, public-service, ethical leaders.

1. Introduction

Ethical leadership in the public sector embodies the values, principles, and standards expected in governance. This study objectively assesses how ethical leadership affects organizational performance and investigates its role in public service governance. Defined as a commitment to high conduct standards for public value, ethical leadership's influence is explored across public agencies and various government levels, as well as its connection to public service motivation. The literature examined showcases practices relevant to governance design and routines in public administration, emphasizing their importance as civic duty. Effective governance design influences performance, while performance management and accountability systems are vital for meeting policy objectives and earning citizens' trust. Cultivating conditions that support ethical leadership enhances governance and performance management designs, subsequently impacting organizational performance and societal welfare. Ethical leadership shapes administrators' conduct regarding performance in the public sector, reinforcing the notion that public service

should benefit the collective good. Integrating ethical leadership with governance design and performance management creates a comprehensive framework for achieving public goods.

2. Conceptual foundations of ethical leadership

Ethical leadership can be construed as a commendable and desirable quality across various sectors, including public administration (Audi, 2022). Public administrators are trusted to work for the public benefit and pursue the common good rather than individual interests (Hazrati et al., 2016). Ethics is therefore essential in public organizations. Greater emphasis should be placed on ethical leadership, and the need for it to be further understood is evidenced by the absence of theoretical models delineating its behaviours or distinguishing ethical from other leadership styles (Alexander Garzón-Lasso et al., 2021). Executive leadership contributes to establishing an organization's ethical climate. Furthermore, it is expected that the ethical climate set by leadership influences employee behaviours, which could to some extent explain the link between leadership and the commitment of public servants.

2.1. Definitions and scope

Ethical leadership connects performance with the moral tone, integrity, and ethical capacity demanded by public value orientation in public administration. Such leadership shapes decision-making standards, analytical and political heuristics; influences trust and transparency, whistleblowing options and psychological safety; incorporates inclusive practices and equity distribution; and honors policies' fidelity and procedural justice. Eventually, ethical orientation affects citizens' legitimacy perceptions and trust, employees' engagement and discretionary effort, support for innovation and adaptation to new service delivery modes, corruption exposure and resource waste, thus enabling better performance.

Ethical leadership entails behavior that demonstrates an extensive commitment to ethics, serving as a role model and regarding ethical issues as a priority. Concern for integrity dovetails with moral tone at the top, while ethical capacity involves the consideration of public value orientation (Alexander Garzón-Lasso et al., 2021). In public administration, ethical leadership seeks to promote the common good while pursuing and safeguarding individual interests (Hazrati et al., 2016). Such behavior involves deliberation and accountability at individual and organizational levels. Public interest underlies laws, rules, and regulations and cannot be equated with personal, public, or political interests; thus, pursuing ethical leadership requires attention to ethics and accountability.

2.2. Theoretical frameworks

The relationship between ethical leadership and performance in public organizations is informed by theories of social learning, transformational leadership, principal-agent interactions, and institutionalism (Abagsonema Abane & Phinaitrup, 2017). These frameworks elucidate mechanisms through which ethical behavior exerts influences on engagement, trust, legitimacy, and accountability—elements that are correlated with better organizational performance (L Morton, 2019). Ethical leaders cultivate a moral workplace climate that encourages commitment,

innovation, openness, and discretionary effort, thereby enhancing service delivery (Alexander Garzón-Lasso et al., 2021). At the same time, ethical leadership supports employee compliance with laws, regulations, and prescribed procedures, reinforcing policy fidelity. Within this moral climate, employees are more likely to view policies as fair and just, even when outcomes are unfavorable. Ethical leaders promote a positive engagement–performance feedback cycle whose benefits extend beyond the immediate workforce to enhance public trust and citizen satisfaction.

3. Ethical leadership in public administration

Public sector ethics spark debates at all government levels. Ethical behaviour is crucial for public institutions' legitimacy, leading to various initiatives aimed at enhancing integrity and accountability. Ethics legislation, codes of conduct, training, and transparency measures are designed to raise ethical standards, yet their effectiveness remains limited. Public sector leaders are expected to uphold high ethical standards, worsened by a lack of accountability in many organizations. Democratic nations focus on making ethical behaviour visible while balancing privacy rights and the need to prevent corruption, which can undermine public service quality and citizen trust. Ethical conduct should reflect values widely recognized in the public sphere rather than just statutory definitions or compliance. Norms differ across regions and positions, but all public servants must prioritize the public interest and public health. When selecting candidates, appointing authorities should assess candidates' ethical dimensions based on verified merit and aligned values. Candidates often accept a loss of personal freedom when joining the public sector. Despite constitutional screenings, those in leadership often refrain from addressing questions about their personal behaviour, and complaints about them are increasingly ignored. However, decisions around appointing candidates lacking governance experience but engaging in socially questionable behaviours invite significant discussion, prompting considerations of agency and aspirational recommendations. (Alexander Garzón-Lasso et al., 2021)(Saif Gill et al., 2016)(Neves & Story, 2015)

3.1. Public sector ethics and accountability

Ethics and accountability are critical to the effective functioning of the public sector. Public sector organizations are often established with the purpose of serving society, meeting the needs and expectations for public service, and achieving higher standards of living. Citizens expect fairness, transparency, professionalism, responsiveness, and accountability from public organizations and officials. There is a wide range of codes, values, and norms that influence the ethical behaviour of public sector organizations. In many countries, public sector organizations are subjected to specific laws and regulations that govern their functioning and the ethical behaviour of public organizations. Public sector ethics specifies the conduct required of public officials as they perform their duties. Poor ethical conduct diminishes the legitimacy of public offices and institutions, foster distrust among citizens, and diminishes public satisfaction. As a response to widespread corruption, many governments have developed codes of conduct to enhance

accountability and transparency, aimed at enhancing citizens' trust in public administration (A. Ghanem & A Castelli, 2019).

3.2. Principled decision making in governance

Governments face diverse challenges that motivate their decision-making processes. To achieve effective public governance, decision making should adhere to a set of standards that promote social welfare. Governance processes, including stakeholder consideration and value-based trade-offs, can embed ethical principles within public policy choices. Routines like policy appraisal and ex-post evaluation allow assessment of adherence to such principles, enabling citizens to monitor the integrity of decision-making processes (Alexander Garzón-Lasso et al., 2021).

Governments grapple with diverse challenges including human rights, environmental degradation, and intergenerational equity. These challenges often motivate governments to pursue strategic policies and allocate significant budgets across sectors and programs. Public-policy decision making should therefore adhere to a rigorous set of standards that promote public interest and societal welfare. Governance routines such as policy appraisal, ex-ante analysis, and ex-post assessment can help governmental organizations incorporate and evaluate ethical principles in public policy choice. Evaluating and formulating policies in a context of uncertainty also necessitates trading-off different public values, for which well-articulated decision-making standards are crucial.

3.3. Labor relations and stakeholder trust

Employee morale and labor relations are vital for organizational performance in all sectors, but public organizations face unique challenges. Leadership remains a critical determinant, and ethical leadership practices offer substantial advantages. These practices facilitate whistleblowing and foster psychological safety, allowing problems to be addressed before escalation. Ethical leadership enhances stakeholder trust, public legitimacy, and civic engagement, improving citizen participation in democratic processes. It also reinforces employee commitment to ethical conduct, thereby strengthening labor relations and trust (Neves & Story, 2015).

Trust serves as a social lubricant that helps organizations retain skilled staff and maintain stable labor relations; it is especially crucial in environments characterized by diminished job security when skilled personnel may seek alternative employment opportunities. Stakeholder trust influences the performance of labor relations through organizational commitment, job satisfaction, organizational citizenship behavior, and indicators such as absenteeism and turnover (YANIK, 2018). Trust between employees and the organization facilitates cooperation and the sharing of important but sensitive information (W. Vanderwood, 2018).

4. Mechanisms linking ethical leadership to organizational performance

Ethical leadership is essential for enhancing perceived legitimacy, which impacts trust in public authorities, citizen satisfaction with services, and overall government approval. Government trust is vital for effective policy implementation and is shaped by both service output and the legitimacy

of public agencies. Trust is a precursor to satisfaction with services, as evaluations often occur in tandem. Perceived agency legitimacy is crucial for trust formation, closely related to public value and good policy outputs. Ethical leadership drives public value delivery, thereby enhancing perceived legitimacy. Additionally, ethical norms influence the organization's moral climate, affecting employee engagement and discretionary effort. Engaged employees exhibit commitment and positive attitudes, often going beyond job requirements. Ethical leadership fosters a climate that motivates ethical work and promotes public values-centered performance. Organizations with a strong moral climate are better equipped to innovate and adapt, ensuring sufficient public service delivery. (Fang et al., 2023)

4.1. Trust, legitimacy, and citizen satisfaction

In the public sector, an organization's ethical leadership significantly influences its reputation, perceived legitimacy, citizen trust, and service satisfaction. These elements are crucial for performance. Citizens judge public administration legitimacy based on ethical principles and behaviors. When ethics are prioritized, citizens report higher satisfaction and trust in institutions. Public servants who feel trusted reciprocate this trust, enhancing legitimacy and civic engagement. This creates a feedback loop where improved public sector legitimacy boosts citizenship and engagement. Ethical leadership in various contexts is linked to higher organizational trust and perceived ethical standards. Trusting employees show increased commitment and effort, enhancing performance. Leaders who promote ethical environments integrate ethics into governance processes, guiding decision-making and stakeholder engagement, thereby reinforcing external trust and community accountability. (W. Vanderwood, 2018)(Fang et al., 2023)

4.2. Engagement and moral climate

An ethical climate is a shared perception within an organization regarding the ethics of its practices (S. Engelbrecht et al., 2017). Ethical leaders help to establish a positive moral climate in which followers perceive that the leader promotes ethical values, standards, and behavior and that the organization is committed to ethical practices (Fang et al., 2023). Such a climate positively relates to employee engagement, commitment, and discretionary effort. It further nurtures social integration, collaboration, and the willingness to take an ethical stance without fear of reprisals—all of which facilitate service innovation, effective response to change, and adaptability in delivery modes, access channels, and service contents.

4.3. Policy implementation quality and efficiency

Ethical leadership in public administration strengthens compliance with regulations, promotes fidelity to policy objectives, and reinforces the equitable and fair treatment of citizens (Ibrahim et al., 2018). These aspects are closely associated with procedural justice and the public legitimacy of policy outcomes. Ethical leaders further contribute to the efficiency of public administration by lowering opportunities for corruption and improving the management of public resources.

5. Empirical evidence and methodological considerations

Public administration research primarily uses cross-sectional designs to collect data from diverse individuals across organizations, enabling correlation analyses between ethical leadership and performance variables while leaving causal relationships ambiguous. The impact of ethical leadership on performance may be speculative since performance levels can also influence leadership quality. Longitudinal designs that gather repeated measures from the same organization can help clarify these causal uncertainties, as the effects of ethical leadership on performance can be complex and indirect with time lags that are challenging to quantify. Existing models indicate that pathways for citizen engagement, trust, and satisfaction can enhance overall performance, yet few studies have analyzed these lag effects. Ethical leadership functions within broader organizational systems, complicating the influence timeline further. Methodologically, the operationalization of ethical leadership and performance outcomes can be problematic. Public administration typically uses survey scales that assess ethical behaviors like fairness and integrity, but it is uncertain if current instruments capture performance adequately. Performance outcomes documented include efficiency, effectiveness, citizen satisfaction, and trust metrics. Understanding how ethical leadership influences performance is essential for refining theoretical assertions and preventing inaccuracies. Various situational factors complicate the ethical-performance relationship, such as governance context, culture, and economic/technological elements, with notable differences between public and private sectors influencing performance. These contextual factors can introduce biases into empirical assessments. To enhance reliability, employing data triangulation and selecting control variables carefully is critical. A multi-method approach—using surveys, interviews, and observations—is recommended to grasp the socio-political dynamics affecting performance and ethical leadership thoroughly. However, measuring ethical leadership is often challenging; respondents may exhibit bias by favorably rating organizational attributes, potentially underestimating leadership's individual performance impact. (Alexander Garzón-Lasso et al., 2021)(Fang et al., 2023)

5.1. Cross-sectional and longitudinal studies

Ethical leadership research often utilizes cross-sectional and longitudinal designs. Cross-sectional studies, prevalent in public administration, gather perceptions at a single time, allowing multilevel analyses across numerous organizations, jurisdictions, or countries. They offer a broad view of diverse contexts, although they risk including non-comparable performance data from the sampled organizations. Longitudinal designs, on the other hand, involve assessing the same group individuals over time, ensuring continuity but limiting the number of organizations studied. Many public administration studies do not clarify the time lag between assessing ethical leadership and performance. While some research aims to track the persistence of ethical leadership's impact on performance over time, limitations in data often result in performance evaluations being based solely on the moment ethical leadership is reported. (Fang et al., 2023)

5.2. Measurement of ethical leadership and performance outcomes

The relationship between ethical leadership and organizational performance is well recognized in the private sector. In public administration, ethical leadership aims to enhance efficiency, effectiveness, and satisfaction among citizens and employees. It is particularly important due to the strong connection between ethical commitments and service delivery improvement. Despite its significance, ethical leadership, characterized by moral tone, is often overlooked in public organizations. Many of these organizations face limitations in providing improved services. The association between ethical leadership and perceived performance has key components, notably trust and legitimacy, which are essential for meeting expectations in formal performance measures and assessments, such as the commonwealth performance excellence framework and the global competitiveness report. (Fang et al., 2023)

5.3. Contextual factors and methodological challenges

Governance context, public service culture, and agency differentiation influence the mechanisms linking ethical leadership with organizational performance. The principal-agent dilemma complicates governance, particularly in developing contexts. Longitudinal cultural evolution occurs over generations, limiting the transferability of findings to different settings. Transparency initiatives frequently focus on the legality of public resource use and official behavior. Common method bias may affect findings; employing multiple data sources and methods helps mitigate this risk. Triangulation strengthens validity and supports theory-building (Fang et al., 2023) and testing. Ethical leadership measurement approaches differ widely in level, type, specificity, and source, often lacking established validity and reliability. Performance outcome and organizational design literatures show similar variability, hindering thorough bibliometric or systematic reviews (Alexander Garzón-Lasso et al., 2021).

6. Ethical leadership practices for public administrators

Robust ethical leadership practices help public administrators to promote an ethical climate within agencies and mitigate performance risks associated with corruption, employee disengagement, and unequal service access. Table 6.1 summarizes key practices.

Setting clear ethical expectations through codes of conduct enhances compliance and accountability (Saif Gill et al., 2016). Public agencies should establish comprehensive, nuanced codes that encompass situational ambiguities, implement regular training, and maintain public reporting channels for compliance and violations. Transparency measures detailing ethical priorities and performance are likewise crucial (W. Vanderwood, 2018). Open reporting of corrective actions signals commitment to the code and builds credibility with employees.

Whistleblowing protections, complemented by external channels, increase reporting rates through perceived safety and independence. Safeguarding against retaliation and fostering a culture of dissent promote reporting (Alexander Garzón-Lasso et al., 2021).

Inclusive leadership strengthens equity and mitigates bias through targeted training, diverse recruitment, and employee feedback channels. Ensuring equitable access to services fosters public trust and encouragement of policy compliance.

6.1. Codes of conduct and transparency

Public organizations implement regulations, standards, and codes of conduct to clarify norms and values. Ethical codes establish the political and social contract between citizens and public servants, reflecting the will of the elected assembly. Establishing a partnership between government and society creates a strong sense of public duty and benefits the entire nation if publicly communicated (Kojo Sakyi & Nyigmah Bawole, 2014). To maintain ethical conduct, personnel training, mentoring, peer support, and psychological counseling are required.

While ethical codes provide premises for ethical behavior, lack of publication and awareness results in ineffective sanctioning of violations and sub-optimal performance, undermining commitment (Musaraj & Gërxi, 2010).

6.2. Whistleblowing safeguards and psychological safety

Whistleblowing safeguards can help enhance psychological safety to speak up and report wrongdoing. Individuals are more likely to engage in whistleblowing if they perceive the existence of clear reporting channels and organizational safeguards against retaliation (Latan et al., 2022). Organizations with a code of ethics and ethics training foster an ethical climate that supports whistleblowers. Ethical awareness of whistleblowing laws helps remove obstacles, making observers feel protected and confident in revealing wrongdoing. Organizational support encourages observers to speak up and influences how wrongdoing is reported. Perceived organizational protection positively affects whistleblowing understanding and intention, with a positive indirect effect through understanding.

6.3. Inclusive leadership and equity in service delivery

Ethical leaders encourage and challenge employees to be more innovative while enhancing environmental performance (L Morton, 2019). By combining ethical leadership with participative decision-making, leaders foster openness, confidence, and greater acceptance of ideas (Alexander Garzón-Lasso et al., 2021). Encouragingly, ethical leadership indirectly influences public employees' work engagement and organizational citizenship behavior through leader-member exchange (Fang et al., 2023).

Evidence indicates ethical leadership affects both organizational performance and public service motivation. The capacity to implement and enforce public policies and to gain citizens' trust depends on the extent to which leaders share information and consult others on important issues. Engagement builds resilience, enhancing organizations' adaptive capacity, and when economic, political, or social events are unexpected or non-linear, encouraging collaborative behavior becomes increasingly important.

7. Policy implications and organizational design

The findings suggest ethical leadership significantly affects organizational performance, influencing policy design. Reformers usually concentrate on governance structures and accountability systems. A comprehensive approach integrates ethical norms into organizational processes and incentives. Decisions around governance shape objective definitions, monitoring,

and responsibility within ethical limits. Policy aimed at specific performance objectives interacts with ethical leadership, favoring ethical choices under strong leadership. Without set objectives, ethical decision-making expands. Performance management focuses on compliance, with rare evaluations of regulations and unclear implementation timelines. Stakeholder engagement throughout policy cycles is limited, hindering long-term goals and societal involvement. Despite existing formal channels, leaders are rarely consulted, and procedures for ethical contributions are scarce. Effective strategies for integrating ethical norms include guidelines for ethical dilemmas, value statements, decision-making criteria analysis, governance structuring, and policy reviews. Mindsets supporting ethical leadership and performance shape the institutional framework and reform opportunities. An example is the Dutch official incorporating public value concepts into public administration courses. (L Morton, 2019)

8. Limitations, debates, and future directions

Research on ethical leadership in public administration highlights critical gaps, ongoing debates, and future directions. Much of the evidence focuses on the influence of ethical leadership on citizen satisfaction, engagement, and policy implementation quality. Yet substantial uncertainties persist regarding theoretical linkages, the nature of contextual moderating effects, and the temporal dynamics of relationships among key variables (Alexander Garzón-Lasso et al., 2021). Greater attention to the interplay between ethical leadership and sector- or context-specific public values has been suggested as well. Literature on the relationship between ethical leadership and corruption illustrates challenges regarding causal direction; ethical behaviour may lead to perceived integrity, rather than vice versa, prompting calls for greater clarity on the appropriate unit of analysis (W. Vanderwood, 2018). To address these uncertainties, longitudinal studies with attention to potential time lags, supplementary multi-method approaches (e.g., credibility maps, interviews), and triangulation across multiple data sources have been recommended.

Emerging research themes have contributed to the ethical leadership discourse within public administration. Growing interest in the governance implications of digital technology has exposed the potential for ethical leadership to influence legitimacy, trust, and decision-making quality in online and algorithm-driven environments. Public values alignment — the extent to which political leaders share, promote, and incorporate social or community values into decision making — has appeared in political leadership studies. Interest in public service motivation within the public administration field points to the possibility of investigating the interaction between ethical leadership and the articulation of intrinsic motives linked to serving the public interest and common good.

9. Conclusion

Simply put, ethical leadership makes public administration work better. By enhancing trust, legitimacy, and engagement; fostering policy compliance, procedural justice, and stress-free performance; and ensuring equitable access to services; ethical leadership improves organizational performance across various parameters. Ethical conduct is both a public

administration principle and a performance driver. In the digital era, when public trust has declining alarmingly, it is more essential than ever to address ethical issues in public management, governance, and service delivery (L Morton, 2019).

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